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# CANADA'S ENGAGEMENT IN AFGHANISTAN

QUARTERLY REPORT TO PARLIAMENT  
FOR THE PERIOD OF OCTOBER 1 TO DECEMBER 31, 2010



Canada

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*Report to Parliament*

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Cover photo: Through the National Solidarity Program, more than 24,500 Community Development Councils have been elected and 44,600 projects have been completed nationally.

Photo credits: Canadian International Development Agency, Department of Foreign Affairs and International Trade, Department of National Defence, Ahmad Wasiq Taheer.

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## Foreword

In accordance with the motion passed by the House of Commons on March 13, 2008, we are honoured to place before Parliament this eleventh quarterly report on Canada's engagement in Afghanistan, addressing the period from October 1 to December 31, 2010.

On January 26, 2011, an important milestone in Afghanistan's democratic development was passed with the inauguration of the National Assembly—a voice for the Afghan people.

This notable event was not easily achieved. While there was tangible improvement in the performance of Afghanistan's electoral institutions, there were significant irregularities and fraud in September's parliamentary elections that continue to be of concern and underline the need for the Government of Afghanistan to act resolutely to address governance and corruption issues at all levels of Afghan society. In close collaboration with the international community, Canada supported the work of the Electoral Complaints Commission and Independent Election Commission and welcomed President Karzai's decision to proceed with a January inauguration.

The September parliamentary election also saw greater numbers of women elected than ever before in Afghanistan.

Responsive, participatory and accountable governance is critical to the sustainable recovery of Afghanistan and the future prosperity of its people. It is vitally important that good governance practices be afforded the chance to develop at the national, provincial and local levels of Afghan society.

Accountability is at the core of Canadian programming in Afghanistan. The Prime Minister of Canada has stated in unequivocal terms that Canada will not provide funding for Afghanistan unless we are convinced that this funding is used for its intended purpose. Fostering good governance in Afghanistan is one way to ensure that funds in Afghanistan are used appropriately.

Our report for this quarter focuses on advances made on Canada's six priorities and three signature projects in Afghanistan, with particular attention to progress achieved in Afghanistan's institutions of governance.

Safer communities mean greater freedom of movement, and positive perceptions of safety in turn enable good governance to take root and flourish. Canadians in Afghanistan continue to serve the interests of peace and progress with dedication and bravery. On behalf of all Canadians, we stand in honour and remembrance of those who have made the ultimate sacrifice in this service, those who have been injured and their families.

Our next report will cover the period January 1 to March 31, 2011.



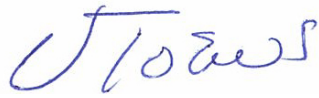
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The Honourable John Baird  
Minister of Foreign Affairs



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The Honourable Peter MacKay  
Minister of National Defence



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The Honourable Vic Toews  
Minister of Public Safety



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The Honourable Beverley J. Oda  
Minister of International  
Cooperation

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## Summary

- This quarterly report gives details of the advances made by Canada on its six priorities and three signature projects in Afghanistan, together with Afghan and other partners, with a focus on progress achieved by Afghanistan's institutions of governance.
- The certified results of the September 18 election of Afghanistan's Wolesi Jirga (lower house of parliament) were released on December 1; the Independent Election Commission (IEC) indicated that over 5.6 million votes were cast. Although 1.3 million votes were invalidated by the IEC, the election marked an important step forward in Afghanistan's democratic development. Despite this milestone, corruption is a major impediment to improved governance. The Government of Afghanistan must move more aggressively to address this challenge.
- Incidents of violence in Kandahar province decreased compared to the previous quarter, largely due to the onset of winter. Fully two thirds of Kandaharis polled indicated that they feel safe in their communities, up from 40 percent in May 2010 and 34 percent in November 2009.
- Improvements in security and efforts to improve governance at the local level contributed to increased participation in shuras in Dand and Panjwayi, where Canada has been focusing its stabilization efforts. Weekly shuras were regularly drawing 80 to 90 participants, particularly elders, from a wide region, compared to 40 representatives from a more limited geographic area during the last quarter.
- The Afghan National Army (ANA) increased by 11,389 to over 149,500 recruits and remains ahead of schedule to attain its growth objective of 171,600 by October 2011. The Afghan National Police (ANP) increased by 6,297 to 116,800, remaining on track to meet its objective of 134,000 by October 2011. Attrition and the ongoing professionalization of Afghan National Security Forces remain significant challenges.
- Canada achieved another one of its justice targets through the completion of a series of training programs, including on fair trial standards, and leadership and management skills.
- The Afghan National Customs Academy graduated its fourth class of students, for a total of 201 officers trained.
- Canada's education signature project to build, expand or repair 50 schools in Kandahar province advanced with the completion of 13 more schools, bringing the total to date to 39. Work continued on the remaining 11 schools.
- Canada continued to make progress on its signature project to rehabilitate the Dahla Dam and irrigation system. Significant rehabilitation work included the removal of 200,000 cubic metres of silt from the canal system, which will contribute to improving the amount of water that reaches farmland.
- Canada continued to implement its signature project to eradicate polio in Afghanistan, with three campaigns reaching over 366,000 Kandahari children. Seven new cases of polio were reported in Afghanistan, for a total of 25 cases in 2010—down from 38 cases in 2009.

## **I. Introduction**

The ability to sustain the advances made in Afghanistan depends largely on developing strong Afghan-led institutions of governance that can consistently meet the needs and expectations of the Afghan people for a safer and more prosperous society. The Afghan government has made important progress in this regard, especially at the local level where Canada and the international community provide coordinated military and civilian support.

This quarterly report covers the period from October 1 to December 31, 2010. It describes the progress made on Canada's six priorities and three signature projects in Afghanistan, with a particular focus on the substantial efforts undertaken to strengthen the country's national, provincial and local institutions.

## **II. The Quarterly Context**

The security environment in southern Afghanistan showed some signs of progress in the fourth quarter of 2010. During this time, operations of the International Security Assistance Force (ISAF) and the Afghan National Security Forces (ANSF) made significant gains in eliminating long-standing Taliban safe havens in southern Afghanistan and additional gains against a determined insurgency elsewhere in the country.

Incidents of violence decreased in Kandahar province compared to the previous quarter. Most of the incidents reported by ISAF are the result of the increase in ISAF and ANSF clear and hold operations. When analyzing the number of incidents in a quarter, however, it is worthwhile to note that a large number are attributed to bombs found and cleared, mainly improvised explosive devices (IEDs) and mines. The latter are recorded as violent events because the insurgents' intent in placing them was to create harm and insecurity. However, neutralizing IEDs and mines is also seen by ISAF as a positive development, especially when more Afghans are showing coalition forces and ANSF partners where the ordnances are, indicating their increased sense of security in cooperating with the ANSF and coalition forces.

The certified results of the September 18 election of Afghanistan's Wolesi Jirga (lower house of parliament) were released on December 1. Some 2,550 candidates, including 406 women, competed for 249 seats. The election was tainted by irregularities and fraud, with approximately 23 percent of votes invalidated by the Independent Election Commission (IEC). Nevertheless, the IEC and the Electoral Complaints Commission (ECC) performed well in only the second election run by Afghans.

## **III. Canadian Priorities: Reporting Progress**

Canada's engagement in Afghanistan is defined and guided by six specific, but interrelated, priorities as announced in mid-2008: enable the Afghan National Security Forces in Kandahar to sustain a more secure environment and promote law and order; strengthen Afghan institutional capacity to deliver basic services; provide humanitarian aid to vulnerable people; enhance border



security with facilitation of Afghan-Pakistani dialogue; help advance Afghanistan's democratic governance; and facilitate Afghan-led political reconciliation.

Canada's priorities were developed in response to the Government of Afghanistan's stated needs, and are based on Canada's ability to deliver meaningful results in improving the lives of the Afghan people. In turn, they serve to support and advance Afghan-led governance.

***Priority 1: Enable the Afghan National Security Forces in Kandahar to sustain a more secure environment and promote law and order.***

The Afghan National Security Forces include the Afghan National Army (ANA) and the Afghan National Police (ANP). Advancing the capabilities of Afghanistan's own security forces and progressively transferring responsibility for security to Afghanistan's leadership are critical to the development of a more professional ANSF and the confidence of the Afghan people in these institutions. This underlines the importance of Canada's current training mission, as well as future mentoring and training as part of Canada's 2011-14 engagement in Afghanistan.



Kandak Mentor Team 4 Reconnaissance Company mentors Afghan National Police members at Camp Hero on a live-fire exercise. The Operational Mentor and Liaison Teams operate with their Afghan counterparts to provide training, mentorship and liaison services.

Canada's 2011 objective for the Afghan National Army is that it will demonstrate an increased capacity to conduct operations and sustain a more secure environment in key districts of Kandahar, with support from ISAF allies.

The focus of ISAF and the ANSF in this quarter was to consolidate gains made throughout Afghanistan, particularly in the south, during the latter half of 2010. Coalition forces, including Canadian Forces, carried out a very successful clearing operation in the Horn of Panjwayi. Despite its pivotal strategic importance to the Taliban, insurgents were unable to defend their strongholds in western Panjwayi. These areas are now under the influence of the Government of Afghanistan for the first time since Afghan security forces were withdrawn in May 2009.

In this quarter, the ANA grew by 11,389 and remains ahead of schedule to attain its growth objective of 171,600 by October 2011; current strength is over 149,500. Leadership ranks grew by more than 1,200 officers and 3,790 non-commissioned officers—a reflection of ongoing efforts to address leadership shortfalls and other factors that contribute to ongoing attrition and retention problems.

While aggregate attrition has decreased for the ANA and ANP according to the NATO Training Mission - Afghanistan, specific components of each organization are still at risk, such as the Afghan National Civil Order Police (ANCOP). It has been reported that the ANA and ANP lose 32 percent and 23 percent respectively of their personnel each year. Annualized attrition for ANCOP however has been estimated to be close to 35 percent. High operational tempo,

attractive pay from private security companies, and an unpredictable force generation cycle represent some of the more significant reasons for relatively high attrition rates for ANCOP and the ANA.

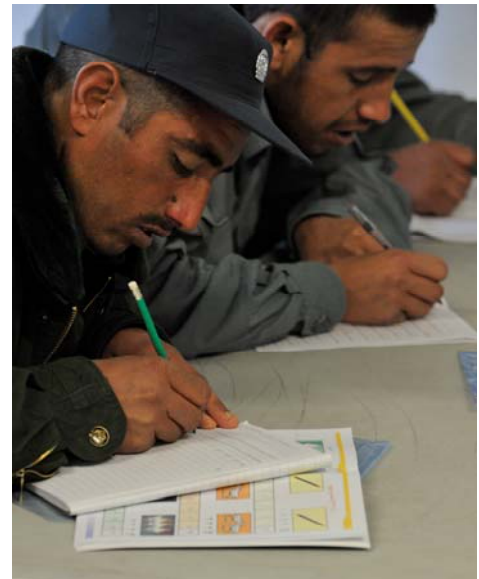
Security operations continued throughout key districts in central Kandahar, increasing freedom of movement and perceptions of safety among Kandaharis. Despite a number of threat alerts in Kandahar City during Eid celebrations, there were no significant security events; the Security Ring Protection Force established around Kandahar City assisted in stemming the flow of insurgents into the district.

Security—particularly the perception of security—plays a critical enabling role for local governance. Polling suggests that perceptions of security among the people of Kandahar continue to grow. In this quarter, 65 percent of Kandaharis surveyed stated that they feel safe or very safe in their communities—a rise from 60 percent in August 2010, 40 percent in May 2010 and 34 percent in November 2009. This perception has contributed to the expansion of Canadian-supported Community Development Councils, including in areas where the security situation has improved.

Improvements in security and efforts to improve governance in Kandahar City and surrounding key districts enabled a greater focus on establishing credible governance at the local level across Kandahar province. December alone saw larger numbers of elders participating in decision making in Panjwayi, a trend repeated in districts where security operations created the space necessary for good governance.

By the end of 2011, Canada expects that the ANP will be able to demonstrate an increased capacity to promote law and order in key districts of Kandahar, supported by justice and corrections officials. The ANP grew in this quarter by 6,297 to a total force of more than 116,800, and remains on track to meet its objective of 134,000 by October 2011. The ANP continued to professionally perform security and policing operations in Kandahar City; further, a stronger level of policing at the community level enabled greater freedom of movement for local residents.

Training of ANP officers remains a key element of this priority, and consequently of the advancement of security for governance institutions. As of December, five courses, which included an officers course, leadership and management courses, and basic criminal investigation courses, were running simultaneously at the Canadian-led Kandahar Provincial Reconstruction Team (KPRT) Training Centre, benefiting over 110 ANP as well as justice officials. In November, 27 ANP officers specially selected from Kandahar and Uruzgan provinces began a six-month officers course at the KPRT Training Centre. This is the first time the course has been offered outside of Kabul.



Afghan National Police officers practise their writing skills during literacy training coordinated by the Kandahar Provincial Reconstruction Team.

Six female ANP officers completed a security self-awareness workshop at the KPRT Training Centre; given its success, a second workshop is planned for 2011. In another milestone, Kandahar's Provincial Chief of Police established an Afghan-led Training Assistance Team. Training conducted by Afghans promotes the sustainable capacity of the ANP; it also increases officer responsiveness and accountability to commanders.

In November, Canada funded a high-level civilian policing conference in Kabul, bringing practitioners and academics together to provide expert advice on best practices in civilian policing within conflict, post-conflict and developing nations. The conference assisted efforts of the Ministry of Interior to bring international expertise to the Afghan police reform process; it also assisted in building the analytical capacity of the Ministry's policy unit.

In addition, Canada was nominated to co-chair the Institutional Reform Working Group, which included officials from the Ministry of Interior and members of the international community. This quarter, the working group made progress toward establishing a set of recommendations for institutional reform of the Ministry of Interior.

Canadian-supported training programs at Sarpoza Prison in Kandahar also continued in this quarter. The Correctional Service of Canada (CSC) delivered a master trainer program in addition to specialized crisis management training. Afghans continued to deliver basic training, with the CSC providing reduced on-site mentoring for trainers. This approach promotes the sustainable capacity of Afghanistan's correctional service.

Canada's successful "retention pay pilot project" significantly increased prison staffing levels; it will now conclude and be replaced by a donor-funded Afghan initiative to raise prison staff salaries to parity with ANP salaries. Canada continued to support infrastructure projects at Sarpoza Prison, with the goal of improving conditions of confinement so that the prison meets more international standards. In this quarter, the national security unit was upgraded and construction commenced on another building, to be used for vocational training.

Reforming the justice sector in Kandahar is a key factor in improving governance in the province. In this quarter, Canada achieved one of its justice targets through the completion of a series of training programs, including on fair trial standards and on leadership and management skills. In addition, there was substantial progress in the construction of accommodations for the Office of the Attorney General; the aim is to provide safe living and working conditions for Kandahar prosecutors, and support the recruitment and retention of skilled Afghans.

At the national level, a Canadian project at the Ministry of Justice enabled the launch of a new online legal database for Afghanistan. This initiative will facilitate legal research and improve legal awareness through easier access to legislation, court decisions and other documents. Training for researchers at the Legislative Drafting Unit continued, for the purpose of building skill sets in database management and research, and ensuring the longer-term sustainability of the database.

***Priority 2: Strengthen Afghan institutional capacity to deliver core services and promote economic growth, enhancing the confidence of Kandaharis in their government.***

A strong system of governance is the foundation for a sustainable recovery in Afghanistan, and further builds confidence among citizens that their institutions can capably meet their needs. The Canadian objective for this priority is that, by the end of 2011, Kandahar's provincial administration and core ministries of the Afghan government will be better able to provide basic services to key districts of Kandahar province.

The government of Kandahar initiated the preparation of a provincial strategic plan during this quarter, supported through Canada's funding of the Afghan Sub-national Governance Program. This will serve to secure a more sustainable source of resources from Kabul and donors, and help the province move from stabilization to development.

Significant advances in local governance have improved service delivery at the community level. The National Solidarity Program has established the core foundation for local governance across the country through the creation of elected Community Development Councils (CDCs), which identify and prioritize development needs. In addition, the councils have formalized the participation of Afghan women in determining the needs of their communities. Over 22,700 CDCs have been elected to date; nationally, CDCs have completed over 44,600 development projects to date. For example, CDCs established in Kandahar province continued to implement small-scale community projects, including improving access to potable water, paving sidewalks and streets, and carrying out other infrastructure projects that improve the lives of local residents.



Afghan girls head to school. Today, close to six million children are attending school, one third of them girls. This is a significant improvement compared with only 700,000 children in school in 2001, all of whom were boys.

Further improvements in local governance at the district and community levels also took place in this quarter. New civil servants were recruited in the key districts of Arghandab, Dand, Panjwayi and Zhari to strengthen service delivery mechanisms in the agriculture, education, governance, health and justice sectors. Training and mentorship will be provided to these civil servants, who will contribute to improving service delivery on a sustainable basis.

Canada's education projects in Afghanistan are designed to improve the capacity of the Afghan Ministry of Education to deliver services to the population. Canada's contribution to the Government of Afghanistan's Education Quality Improvement Project (EQUIP) works to strengthen the entire education sector. EQUIP notably supports the development of School Management Committees, which are local governance bodies that support education initiatives in the community. To date, more than 9,000 School Management Committees have been established across Afghanistan, giving communities a stronger voice and holding government accountable for the quality of services provided.

In this quarter under Canada's education signature project to build, expand or repair 50 schools in Kandahar province, an additional 13 schools were completed, bringing the total to 39. Work continued on the remaining schools in Canada's ongoing effort to improve access to education in Kandahar by supporting the development of safe learning spaces.

The work underway to rehabilitate the Dahla Dam and its irrigation system is central to the rejuvenation of the region's agricultural economy. In this quarter, four water user associations were formed with traditional water management authorities (mirabs); the goal is to ensure greater coordination of the use of irrigation water across the network of secondary canals. Favourable conditions allowed completion of significant rehabilitation work on the irrigation canal system; this included the replacement of nine hydraulic gates, the removal of 200,000 cubic metres of silt from priority canal areas, and ongoing surveys of the main and secondary canals.

Efforts to provide Kandahar's farmers with the resources necessary to re-establish the area as the breadbasket of Afghanistan continued to achieve results. In this quarter, Kandahar province saw its first saffron crop in decades; this was a direct outcome of the Arghandab Irrigation Rehabilitation Project's work to distribute 11,000 saffron bulbs and provide training to 110 farmers in the previous quarter. The project is also helping to develop other valuable crops, such as honey and mint. This past quarter, Arghandab district produced the best pomegranate crop in memory, a key step along its road to economic recovery.



To date, Canada has provided microfinancing services to 3,800 clients who live in Kandahar province and use these loans to start new businesses, buy equipment to expand their businesses, or hire staff to increase productivity. All of these options help improve the economic circumstances of Kandaharis.

***Priority 3: Provide humanitarian assistance for extremely vulnerable people, including refugees, returnees and internally displaced persons.***

For this priority, Canada's objective, by the end of 2011, is for humanitarian assistance to be accessible to the most vulnerable people, including Afghan refugees, returnees and internally displaced persons in Kandahar and nationwide.

The confidence of the Afghan people in their government is influenced by its ability to provide emergency relief and protection in times of crisis. In this quarter, Canada met its target to support Kandahar's Provincial Disaster Management Committee, composed of key Afghan ministries and the ANSF, in establishing effective disaster response plans.

Canada also provided funding to deploy a technical advisor to the Afghan Ministry of Public Health, who is providing policy and planning advice for the development of a new strategic framework to manage essential health services. Canada continued to assist the Ministry of Public Health to improve access to medicines by putting in place quality control mechanisms across the supply and distribution chain.



Canada's signature project to eradicate polio in Afghanistan continued in this quarter, with three vaccination campaigns reaching over 366,000 Kandahari children. Seven new cases of polio were reported in Afghanistan, bringing the total to 25 for 2010. This figure is lower than the 38 cases reported in 2009.

To improve effective coordination of this signature project, cross-border meetings on polio eradication continued in this quarter between the Afghan and Pakistani Ministries of Public Health. The meetings serve as a platform for sharing information on methods of improving vaccination campaign quality and joint planning between the two countries.

Canada's largest humanitarian partner in Afghanistan, the World Food Programme (WFP), continued to implement measures to improve the country's food security. One example of the WFP's efforts is the Purchase for Progress program that buys wheat from smallholder farmers for distribution in other regions of the country, thereby strengthening those farmers' access to Afghan grain markets.

Canada's investments in mine action in Afghanistan continued to produce strong results. Targets established for mine risk education and the release of contaminated land are surpassed each quarter. Canada's commitment to the United Nations Voluntary Trust Fund on Mine Action is supported by institutional capacity building within the Mine Action Program for Afghanistan.



These young women are part of the Community Midwifery Education Program. Having more midwives improves the chances of survival for Afghan women. Improving access to trained health care professionals is one of Canada's efforts in Afghanistan.

***Priority 4: Enhance border security, with facilitation of bilateral dialogue between Afghan and Pakistani authorities.***

The Canadian objective for border security is that, by the end of 2011, Afghan institutions, in cooperation with Pakistan, will exercise stronger capacity to manage the border and foster economic development in the border area.

Canada is part of a major effort by the international community to improve the security of Afghanistan's border by working to assist the Government of Afghanistan with the development of better governance in the border regions.

The Dubai Process Action Plan is a March 2009 joint Afghanistan-Pakistan document outlining activities that will promote cooperation in the areas of counter-narcotics, law enforcement, managing the movement of people and customs. The Dubai Process has come to be recognized as an established mechanism for dialogue between Afghanistan and Pakistan on border management.

The fifth round of Dubai Process discussions took place in November. The governments of Afghanistan and Pakistan each committed to harmonizing their border infrastructure plans at the Torkham crossing. They also worked to facilitate trade and travel through the Khyber Pass, which is the most important road link between the two countries.

With support from Canada and the UN Office on Drugs and Crime, Afghanistan opened its first Border Liaison Office in this quarter. This will promote improved law enforcement at the Torkham crossing.

The Afghan National Customs Academy graduated its fourth class of students in this quarter, bringing the total number of customs officers trained to 201. This is the final graduating class to have received training from the Canada Border Services Agency. The Agency's support for the Academy has included provision of a deputy dean and senior trainer, curriculum development including an Afghan-specific Senior Management Training Course, and training and mentoring. Over the past year, the Agency has mentored three Afghans to become trainers so that they can assume key roles at the Academy. In November, the Agency also delivered a Senior Management Training Course that built leadership capacity within senior levels of the Afghan Customs Department.

Coordination with Afghan and U.S. partners on establishing a border crossing at Weish continued in this quarter; construction is expected to be completed later in 2011. Further discussion of the G8 Afghanistan-Pakistan Border Region Prosperity Initiative remained on hold while Pakistan focused on relief and reconstruction after the devastating floods. Facilitation of the initiative was transferred to France as the G8 President in 2011.

***Priority 5: Help advance Afghanistan's capacity for democratic governance by contributing to effective, accountable public institutions and electoral processes.***

By the end of 2011, Canada expects that national, provincial and local institutions, particularly in Kandahar province, should be able to exhibit an increasing capacity for democratic governance in the deliberation and delivery of public programs and services and in carrying out democratic elections.

The certified results of the September 18 election of Afghanistan's lower house of parliament were released on December 1. The Afghan Independent Election Commission and the Electoral Complaints Commission uncovered significant electoral irregularities: of 5.6 million votes cast, about 1.3 million were invalidated; 3,345 polling stations were recounted; and results from 2,543 polling stations were disqualified. Nonetheless, as a demonstration of its increased capacity to manage democratic elections, the IEC followed procedures in accordance with recognized international methods for ballot counting, auditing and certification.



Personnel from the Department of Foreign Affairs and International Trade assess the reconstruction progress on the Kandahar Provincial Council Hall, a governance infrastructure development project managed by the Kandahar Provincial Reconstruction Team.

Losing candidates challenged the announcement of the final results, while Afghanistan's Attorney General called on the Supreme Court to nullify the vote because of fraud. On December 26, the President issued a decree establishing the Special Electoral Tribunal under the auspices of the Supreme Court. The Tribunal will re-examine complaints related to the electoral process and present its findings once investigations are concluded. By the end of this quarter, the legal dispute remained unresolved.

Democratic elections are bringing a greater range of representation to politics in Afghanistan. Canada provided electoral support materials and funded training for 248 women from 31 provinces running for office—representing 62 percent of all women candidates. Project partners also reached thousands of women voters, teaching them about their democratic rights using radio broadcasts, theatre productions and face-to-face interaction. The September 18 elections had a record 406 female candidates running for office, up from 347 in the 2005 elections. Out of the 249 seats available, 69 female candidates were elected.

The governments of Afghanistan and Canada agree that corruption is a major impediment to improved governance in Afghanistan. The Government of Afghanistan must move more aggressively to address this challenge in order to build relationships of trust between the Afghan people and their government.

Canada continued to assist the Government of Afghanistan to establish effective anti-corruption measures, strengthen institutional accountability and promote the rule of law. This is reinforced through the mentoring of Afghan justice officials and the Afghan National Security Forces. Canada also provides support to a UN Development Programme project that works in partnership with the High Office of Oversight and the Ministry of Education to build awareness among officials about corruption and develop a complaints and integrity promotions system within the Ministry.

In addition to supporting anti-corruption measures at the national level, Canada supports efforts to empower communities to implement anti-corruption practices. These practices help ensure that Canada's aid investments reach those that need them.

In the north of Afghanistan, Canada's partners are working with Community Development Councils, described under Priority 2, to undertake social audits. These social audits are held in a public forum and are open to the scrutiny of community members so that there is greater oversight and accountability of their development projects. Thus far, CDCs have carried out over 530 social audits. Furthermore, over 620 "maturity assessments" of CDCs have been conducted, of which 87 percent have achieved an "A" rating in transparency and accountability.

Canada continued to work with the provincial and local governments of Kandahar on measures designed to strengthen governance, including the provision of qualified Afghan advisors, equipment and training to the Office of the Governor of Kandahar; support for building the capacity of the Kandahar City Mayor's Office in responding to core needs such as land title registration and dispute resolution; and technical assistance to the Provincial Development Committee.



Additionally, Canada supports the Afghanistan Sub-national Governance Program, a component of which will provide support to all 34 provinces to help develop Provincial Strategic Plans (PSPs). However, roll-out of these plans has been slowed at the national level to allow for piloting the PSP process. So far only two provinces, Herat and Mazar-i-Sharif, have undertaken PSPs and are in the final stages of approvals. PSP preparatory work has also been initiated in Kandahar province.

The real and perceived improved security at the local level, as well as efforts to improve local governance, is believed to have contributed to increased participation in shuras in Dand and Panjwayi, where Canada has been focusing its stabilization efforts. Weekly shuras this quarter in the two districts were regularly drawing 80 to 90 participants, particularly elders, from a wide region, compared to 40 representatives from a more limited geographic area during the last quarter.

National-level initiatives also supported governance in Kandahar in this quarter. Canada supported the organization of civil servant job fairs held in key districts of Kandahar. These were well attended and resulted in the hiring of 180 new civil servants for provincial and district jobs in a number of ministries. The success of this approach has prompted discussion on its use in other provinces and districts. By reinforcing the presence and building the capacity of the local government Canada is helping to generate greater acceptance of, and participation in, those institutions—and less support for the Taliban’s alternative.

Canada is also a lead donor to human rights initiatives in Afghanistan; in this quarter, Canada’s contribution to the Afghan Independent Human Rights Commission (AIHRC) enabled stronger promotion and protection of women’s and minority rights. The AIHRC has trained approximately 10,000 Afghan politicians, teachers, health workers, police officers, lawyers and military personnel on their duties and responsibilities to promote and protect the human rights of their fellow citizens. Canada is also preparing to assume chairmanship of the AIHRC donor group in the next quarter.

***Priority 6: Facilitate Afghan-led efforts toward political reconciliation.***

Canada’s objective for this priority is that, by the end of 2011, national and provincial Afghan government initiatives will encourage political reconciliation, and receive timely support from Canada.

The High Peace Council is the lead Afghan authority in moving the reconciliation process forward. It began its work this quarter, establishing terms of reference for conducting outreach activities. In December, Kandahar Governor Wesa hosted a Peace and National Unity Conference in Kandahar City. Attending were key Afghan officials, including the Chair of the High Peace Council. Similar peace conferences were held in Nangarhar and Herat provinces.

Canada continues to advocate for Afghan-led reconciliation efforts that are broad and inclusive, and that represent Afghanistan’s various ethnicities, minority groups, women and civil society.

## **IV. Conclusion**

Democratic development and strong institutions of governance are essential to sustaining the significant but sometimes fragile gains made in Afghanistan. Through the ongoing progress of Canada's six priorities and three signature projects, and through the commitment of our personnel and Afghan and international partners in carrying out the vast scope of work these entail, Canada's efforts are helping to improve national, provincial and local governance, which is so critical to the future of Afghanistan and the security and prosperity of its people.

# Appendix

## Vision:

A more secure Kandahar that is better governed and can deliver basic services to its citizens, supported by a more capable national government that can better provide for its security, manage its borders and sustain stability and reconstruction gains over the longer term.

## Priorities:

- Training and Mentoring Afghan National Security Forces
- Basic Services
- Humanitarian Assistance
- Border Security and Dialogue
- Democratic Development and National Institutions
- Political Reconciliation

To support this vision and the priorities laid out in this report, the Government of Canada has identified a number of benchmarks and progress indicators that will help to:

- gauge levels of progress being achieved, or not, as the case may be;
- identify if and when adjustments to its approach are required, given the complex environment; and
- report results frankly to Canadians.

Benchmarking in Afghanistan is a difficult task with reporting dependent on gathering information while operating in a conflict zone.

- *Benchmarks* are reference points that help assess progress in specific priority areas. The benchmarks are in some cases quantitative, providing numerical targets, and in other cases qualitative, for instance gauging public perception or assessing the implementation of policies and programs.
- *Progress indicators* provide more specific information on how work is proceeding against those reference points. The challenge with progress indicators is in the ability to regularly report against them on a quarterly basis.
- *Baselines* refer to the status of developments associated with the progress indicators, are a fixed point, and will not change over time.
- *Targets* are the level of progress that we hope to achieve by 2011. Some targets have already been met.

## Training and Mentoring Afghan National Security Forces

**Context:** Benchmarks to measure Afghan National Army (ANA) progress are very precise and consistent with NATO's overall ANA training initiatives. To strengthen the policing, justice and corrections sectors, our benchmarks include both quantitative and qualitative indicators. A number of external factors will affect our ability to make progress in these areas. Insurgent violence deliberately targeting Afghan police has resulted in high rates of death, injury and desertion, which degrade police effectiveness and limit our ability to track trained police officers. Canada is one of many actors contributing to rule-of-law reform. Afghan ministries are leading this process and key international partners are playing critical roles.

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**Benchmark:** *Increase in the number of ANA kandaks (army battalions) in Kandahar capable of conducting near-autonomous security operations, and increase in the capability of their brigade headquarters.*

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of ANA kandaks (and their brigade headquarters) capable of planning, executing and sustaining near-autonomous operations.	One of the five ANA kandaks is fully capable of planning, executing and sustaining near-autonomous operations (June 2008).	To have four of the five ANA kandaks (and their brigade headquarters) fully capable of planning, executing and sustaining near-autonomous operations.	The ANA brigade headquarters (1/205) and four of its five kandaks are capable of planning, executing and sustaining near-autonomous operations. Significant progress was also made on the ANA's logistical and combat support capability. These improvements are attributed to the increased focus given by the mentors and partners to local and national ANA training programs, which, along with recruitment and retention, will be crucial for building and sustaining a competent, professional army.

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**Benchmark:** *Increase and/or maintain the effective strength (troops trained, ready and available for operations) of Kandahar-based ANA kandaks and their brigade headquarters.*

Progress Indicator	Baseline	2011 Target	Quarterly Result
The effective strength of the Kandahar-based ANA kandaks (and their brigade headquarters).	One of the five ANA kandaks has an effective strength of 67% and the remainder currently have an effective strength of over 80%. The ANA brigade headquarters has an effective strength of 77% (June 2008).	To sustain the level of effective strength of the Kandahar-based ANA kandaks (and their brigade headquarters) at 70% or higher.	The brigades' effective strength regressed this quarter, with two kandaks dropping below the 70% effective strength target. Attrition remains a challenge. However, mitigation strategies are being pursued by the Afghan Ministry of Defence.

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**Benchmark: Progressive increase in the security burden shouldered by the ANA in the Area of Responsibility (AOR) of the Canadian Forces.<sup>1</sup>**

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
The percentage of total security operations in the Canadian Forces AOR that are executed by the ANA.	45% of total security operations in the Canadian Forces AOR are executed by the ANA (April 2009).	65% of total security operations in the Canadian Forces (CF) AOR are executed by the ANA.	Almost all of the operations were partnered, meaning that they were executed jointly by the ANA and coalition forces.
<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
The percentage of total security operations in the Canadian Forces AOR that are led by the ANA.	45% of total security operations in the Canadian Forces AOR are led by the ANA (April 2009).	65% of total security operations in the Canadian Forces AOR are led by the ANA.	During this quarter the ANA led six large-scale operations out of 19 in the Canadian AOR, or roughly 31%, while coalition forces led 13.

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**Benchmark: To increase the number of key districts where the ANA are perceived by the majority of the population to be a professional and effective force that contributes to their well-being in key districts of Kandahar province.**

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
The number of key districts where the ANA has an approval rating of 85% or more. <sup>2</sup>	In four of the six key districts the ANA has an approval rating of 85% or more (June 2008).	To maintain and/or increase the number of key districts where the ANA has an 85% approval rating.	One of the six key districts gave the ANA a rating of 89%. This was an improvement over the last quarter, when no district had such a rating. Furthermore, another two districts were rated between 80% and 85% and three more had ratings of 77%, 70% and 69% respectively.

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<sup>1</sup> “Total security operations” include ANA operations, ANA operations with international coalition forces and operations undertaken by international coalition forces without ANA participation. “Executed” means operations in which the ANA participated. “Led” means operations that were planned by the ANA and in which ANA forces participated.

<sup>2</sup> Approval rating for the ANA is defined as being perceived as a professional and capable force.

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**Benchmark:** *Increase in the number of key districts of Kandahar province where there is a perceived improvement of security conditions.*

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
The number of key districts where the majority of Kandaharis perceive security as improving.	In zero of the six key districts, a majority of Kandaharis feel secure or perceive security as improving (June 2008).	The majority of Kandaharis in all six of the key districts feel secure or perceive security as improving.	<p>In five of the six key districts, the majority of Kandaharis polled felt safe in their communities; and in five of the six districts, Kandaharis perceived security to be improving.</p> <p>This represents an increase of one district where the majority of the population now feels safe and an increase of four districts where the majority of the population now perceives security as improving.</p> <p>Overall, fully 65% of Kandaharis felt safe in their communities, and 67% felt that security improved in their communities in the past three months. These are the best perceptions of security since polling began in March 2007.</p>

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**Benchmark: Increased Afghan National Police (ANP) capacity to provide effective police services in key districts of Kandahar.**

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
The number of ANP trained in Kandahar.	25% of the ANP in key districts have completed Focused District Development (FDD) training (August 2008). <sup>3</sup>	80% of key district ANP forces will have completed Focused District Development training.	<p>FDD training was completed by 375 ANP individuals in key districts this quarter. Current ANP individuals in the six districts in Kandahar total 1,980, of which approximately 50% have received FDD training.</p> <p>Since 2008, 3,195 ANP individuals have received FDD training, which is more than initially planned. Because many have been assigned elsewhere, wounded or killed, or have left the force, ANP training remains a top priority for Canada and the International Security Assistance Force (ISAF).</p>
The number of ANP forces in key districts assessed at Capability Milestone 2: capable of planning, executing and sustaining near-autonomous operations. <sup>4</sup>	0% of ANP forces in key districts are capable of planning, executing and sustaining near-autonomous operations (August 2008).	80% of ANP forces in key districts are capable of planning, executing and sustaining near-autonomous operations.	11 of 15 police units in key districts, or 73%, have been assessed as “effective with assistance” under the ISAF capacity assessment model.

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<sup>3</sup> Focused District Development (FDD) is a six-phase police reform program that involves retraining, equipping and mentoring district police forces as consolidated units, over six to eight months (but generally lasts longer).

<sup>4</sup> In April 2010, ISAF developed a new tool to assess the capacity of the Afghan National Security Forces, based on both quantitative and qualitative measures. This new tool, known as Rating Definition Levels, has replaced Capability Milestone assessments. The ANP will be judged to have met the Capability Milestone 2 progress indicator if they are assessed as being “effective with assistance,” defined as “capable of enforcing [the] rule of law, providing security in their area of responsibility and sustaining operations with limited partnering assistance.”

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of ANP infrastructure and equipment projects completed in Kandahar.	Five permanent substations have been constructed and equipped in key districts (August 2008).	15 new infrastructure projects, such as construction of substations or checkpoints, and 15 upgrades to existing ANP facilities are completed in key districts in Kandahar province. All 15 new facilities built by Canada in Kandahar province are provided with basic equipment required to run a functioning police unit.	Three infrastructure projects were completed this quarter, bringing the total number of projects completed to date to 13.  <b>UPGRADE PORTION OF THE 2011 TARGET HAS BEEN ACHIEVED:</b> 25 upgrades to existing ANP facilities have been completed to date.

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*Benchmark: Improved detention facilities in Kandahar that support the work of the Afghan National Police (ANP).*

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of infrastructure and equipment projects completed in Sarpoza Prison and the Afghan National Directorate of Security (NDS) detention centre in Kandahar.	Immediate repairs were made in the wake of the attack on Sarpoza Prison. Detailed needs assessments for ongoing infrastructure upgrades at both NDS and Sarpoza have been completed and project plans have been developed in consultation with the Afghan government (August 2008).	19 planned infrastructure projects, such as repairs to security infrastructure and refurbishment of prisoner quarters, are completed in Sarpoza Prison in keeping with international standards and best practices.  12 planned equipment purchases, such as communications equipment, uniforms and office furnishing, are delivered to Sarpoza Prison in keeping with international standards and best practices.	<b>TARGET ACHIEVED:</b> One infrastructure project and no equipment purchases were completed this quarter. The 2011 target has been surpassed, with a total of 24 infrastructure projects and 15 equipment purchases having been completed to date.



Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of corrections officials trained and mentored in Kandahar.	23 corrections officers (30%) and one senior manager (50%) have successfully completed initial corrections training; and two senior managers (100%) are participating in management training (August 2008).	100% of corrections officers and managers will have successfully completed their initial and advanced training programs.	<b>TARGET ACHIEVED:</b> Ongoing training for new recruits delivered by Afghan trainers continued in this quarter under Canadian mentorship. Correctional Service of Canada experts delivered specialized training on crisis management. They also trained three Afghan master trainers who are now qualified and have successfully trained three new Afghan instructors.

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***Benchmark: Improved justice sector: a working court system in Kandahar City with competent judges, prosecutors, defence lawyers and administrative personnel in place.***

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of training programs in place for justice officials in Kandahar.	There are no current training programs for justice officials in Kandahar (August 2008).	Four training programs for justice officials in Kandahar are made available for those practising law and those involved in administering the legal system.	<b>NEW – TARGET ACHIEVED:</b> Four courses in Criminal Investigative Techniques, Weapons Residue Testing, Leadership and Management Skills, and Fair Trial Standards were provided to justice officials in Kandahar City this quarter, marking the completion of the four training programs identified in the 2011 target.

<p><b>Progress Indicator</b></p> <p>The number of justice sector infrastructure and equipment projects completed in Kandahar.</p>	<p><b>Baseline</b></p> <p>Minimal judicial infrastructure exists. The Attorney General and Ministry of Justice building requires repair. In Kandahar City, there is one courthouse which is in disrepair and housing for judges and prosecutors is inadequate. In the other districts, there are only three courthouses, all of which require upgrading.</p>	<p><b>2011 Target</b></p> <p>Five justice facilities, including the ANP Prosecutor's Office, Attorney General's Office and High Court are built or rehabilitated to support the formal justice system in Kandahar City. Three justice facilities, including the Land Registry Office (Cadastre), ANP Prosecutor's Office and High Court are equipped to support the formal justice system in Kandahar City.</p>	<p><b>Quarterly Result</b></p> <p>No justice infrastructure projects were finished this quarter, for a total of four completed to date. Work on the fifth and final project will be completed next quarter.</p> <p><b>EQUIPMENT PORTION OF THE 2011 TARGET HAS BEEN ACHIEVED:</b> This target was officially achieved in the eighth quarterly report and has been surpassed. No additional facilities were equipped this quarter. In total, nine justice facilities have been equipped in Kandahar.</p>
<p><b>Progress Indicator</b></p> <p>Improved Ministry of Justice capacity to draft, revise, translate and promulgate laws passed by the Afghan government.</p>	<p><b>Baseline</b></p> <p>Afghan Ministry of Justice's legislative drafting unit lacks the required capacity, processes and infrastructure to draft, revise, translate and promulgate legislation in an effective and timely manner (August 2008).</p>	<p><b>2011 Target</b></p> <p>The Afghan Ministry of Justice's legislative drafting unit achieves improved capacity.</p>	<p><b>Quarterly Result</b></p> <p>The Canadian Technical Legal Advisor to the Legislative Drafting Unit of the Ministry of Justice in Kabul facilitated the launch of a new online legal database for Afghanistan. Training for researchers at the unit continued in order to build skill sets in database management and legal research.</p>

## Basic Services

**Context:** A number of benchmarks have been established under this priority, though some are less tangible than others as they are based on Afghan perception and will be measured against findings from public opinion research. It is important to note that polling in a complex environment like Kandahar is challenging and results may not always be reliable.

In the case of the Dahla Dam signature project, some key indicators have been established relating to the area of land irrigated and number of jobs created. Other indicators of progress will continue to be refined as the project moves through the implementation stages.

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**Benchmark: The Dahla Dam and its irrigation and canal system rehabilitated, generating jobs and fostering agriculture. \*Canadian Signature Project\***

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
Progress in the rehabilitation of the physical structures of the Dahla Dam and its irrigation components.	Access road completed and bridge nearing completion (March 2009).	Completion of all planned rehabilitation activities in accordance with the project plan.	A significant proportion of the physical works on the main and sub-canal were completed this dry season. More than 200,000 cubic metres of silt were removed from the canals. To date, a cumulative total of 350,000 cubic metres of silt and blockages have been removed from the canals, increasing water flow.
<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
Number of jobs created by the Dahla Dam project.	Project plan indicated a baseline of 0 jobs (fall 2008).	10,000 seasonal jobs created by the project.	This quarter over 500 construction jobs were created, bringing the total to more than 2,400. More than a quarter of the jobs created in this period were skilled, including local engineers, tradesmen and truck drivers. As repairs progress, more water is provided with each agricultural cycle increasing agricultural productivity and agricultural-based employment.

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
Number of hectares of land benefiting from improved irrigation and water management.	20,000 hectares of land currently have access to irrigation (to varying degree and quality) via the Dahla Dam and its irrigation system	30,000 hectares in total benefiting from improved irrigation and water management.	This winter growing season, Kandahar experienced lower-than-average seasonal rainfall. As a result, water from the dam's reservoir has yet to be released into the canals. If water is not released into the canals, the flow cannot be measured. However, as a result of recent work on the Dahla signature project, the first saffron crop in decades has been harvested and processed in Kandahar.

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*Benchmark: A total of 50 schools built, expanded or repaired in Kandahar. \*Canadian Signature Project\**

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
Number of school projects (built, expanded or repaired) in key districts.	19 school projects contracted and one school project completed (June 2008).	50 schools built, expanded or repaired.	Thirteen schools were completed this quarter. This brings the total completed to 39, with another 11 under construction.

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*Benchmark: Local and provincial institutions able to meet and implement the objectives of the National Education Strategic Plan for Afghanistan.*

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
Number of teachers trained in Kandahar.	No teachers trained as yet through Canadian programming (June 2008).	3,000 trained teachers.	<p>To help complete the full complement of Afghan Ministry of Education training priorities, teacher training has been delivered to over 1,300 teachers since 2008.</p> <p>Canada has also supported over 2,500 additional training opportunities, although some participants may have benefited from more than one of the sessions.</p>

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
Number of people receiving literacy training, vocational education and skills development.	More than 5,000 individuals have received literacy training. Some 735 individuals have received vocational training (2007).	20,000 additional individuals to receive literacy training. 1,070 additional individuals to receive vocational training.	<b>TARGET ACHIEVED:</b> This target was officially achieved in the seventh quarterly report. Additional vocational and skills development training was undertaken this quarter, bringing the cumulative total to over 6,000 individuals trained. Literacy training continues.

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**Benchmark:** *Provincial institutions and community groups able to identify and implement infrastructure projects.*

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
Percentage of communities in key districts that have completed infrastructure projects undertaken by the locally elected bodies.	60% of communities in key districts have completed infrastructure projects (December 2007).	75% of communities in key districts have completed infrastructure projects.	73% of communities in key districts have completed infrastructure projects—unchanged from last quarter.

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**Benchmark:** *Kandaharis have confidence in the ability of the government in Kandahar to deliver basic services, particularly education and water, and job-oriented economic growth.*

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
Percentage of Kandaharis who perceive an improvement in dependable delivery of services.	75% of Kandaharis polled indicate they are satisfied with efforts of provincial and local-level government to improve quality of life. 64% of Kandaharis polled are somewhat or very satisfied with provision of education. 39% of polled Kandaharis indicated they are satisfied with employment (February 2008).	To maintain and improve on perception of service delivery.	72% of Kandaharis polled indicate they are satisfied with efforts of the Government of Afghanistan to improve their quality of life—the highest level since May 2009. This is an increase from 66% reported in the last quarter.

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**Benchmark: New economic opportunities created in key districts for Kandaharis.**

<p><b>Progress Indicator</b></p> <p>The number of business enterprises and cooperatives operating in key districts.</p>	<p><b>Baseline</b></p> <p>206 agricultural cooperatives registered (April 2006) and 72 small and medium-sized enterprises (SMEs) operating (July 2008).</p>	<p><b>2011 Target</b></p> <p>Steady expansion of the number of enterprises in key districts.</p>	<p><b>Quarterly Result</b></p> <p><b>NEW – TARGET ACHIEVED:</b> Since July 2008, there has been a steady expansion of the number of business enterprises in key districts. This quarter approximately 75 new enterprises have been registered, bringing the cumulative total to over 1,300.</p>
<p><b>Progress Indicator</b></p> <p>The number of microfinance and savings clients served.</p>	<p><b>Baseline</b></p> <p>30 microfinance loans provided to clients in Kandahar (March 2008).</p>	<p><b>2011 Target</b></p> <p>Loans for 500 clients in Kandahar through the Microfinance Investment Support Facility.</p>	<p><b>Quarterly Result</b></p> <p><b>TARGET ACHIEVED:</b> This target was officially achieved in the sixth quarterly report. No new data is available this quarter. However, up to the end of the last quarter, 3,800 clients in key districts had been provided with microfinance services.</p>

## Humanitarian Assistance

**Context:** The first benchmark in this priority includes a series of quantitative and qualitative measures, as no single indicator is comprehensive enough to provide a complete picture. Considered together, they will help to provide an assessment of progress.

The challenges for this priority are not in the indicators themselves, but in the ability to report against them on a quarterly basis given that evaluations and assessments are undertaken across longer time frames. The evolving nature of security can challenge humanitarian access and limit the ability to report publicly on some efforts below the national level. It is also important to note that with some information, such as mine victims, officially reported numbers are only estimates given that many accidents go unreported.

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**Benchmark: Achievement of polio eradication in Afghanistan. \*Canadian Signature Project\***

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
The number of children receiving the polio vaccine during each of the multiple national campaigns conducted annually—multiple vaccinations are required to stop transmission of polio.	In 2007, approximately 27.7 million vaccinations were administered to 7 million children during four national campaigns (2007).	Eradication by vaccination by 2009.	An estimated 366,000 children were vaccinated in Kandahar this quarter, representing 90% of the targeted children reached in the campaign.
<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
The number of polio cases reported.	17 cases reported nationally (2007).	Eradication by 2009.	Seven new cases of polio were reported this quarter, compared to 16 new cases of polio during the same quarter last year. The new reported cases of polio are primarily in the southern region of the country. Overall, a total of 25 cases of polio were reported in 2010, compared to 38 reported in 2009.

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**Benchmark: Public institutions able to plan and coordinate emergency assistance and support to vulnerable populations in Kandahar.**

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
Quantity of humanitarian food aid delivered in response to need.	6.7 million Afghans (approximately 21%) supported with food aid, representing 214,000 tonnes of food against an identified need where 30% of the Afghan population were considered chronically food insecure (January-December 2007).	Maintain and/or improve the number of Afghans receiving food assistance in proportion to need.	This quarter, Canadian funding helped the World Food Programme provide over 61,000 tonnes of food to over 2 million Afghans nationwide.

<p><b>Progress Indicator</b></p> <p>The capacity of the Afghanistan National Disaster Management Authority (ANDMA) and Provincial Disaster Management Committee (PDMC) to put in place effective disaster preparedness plans.</p>	<p><b>Baseline</b></p> <p>The PDMC and United Nations in Kandahar developed a comprehensive contingency plan for a severe winter in 2007 and anticipated spring floods. Two training sessions were provided for the PDMC on disaster management.</p>	<p><b>2011 Target</b></p> <p>By 2011, PDMC will have developed comprehensive strategies and coordination mechanisms for responding to disasters.</p>	<p><b>Quarterly Result</b></p> <p><b>NEW – TARGET ACHIEVED:</b> In this quarter, Canada met its target to support the Kandahar Provincial Disaster Management Committee by supporting the committee’s establishment of effective disaster response plans.</p>
<p><b>Progress Indicator</b></p> <p>The access that vulnerable populations—women, children, disabled persons, returnees and internally displaced persons—have to essential quality health services.</p>	<p><b>Baseline</b></p> <p>111 health care staff have received training (June 2008).</p>	<p><b>2011 Target</b></p> <p>500 health care workers trained.</p>	<p><b>Quarterly Result</b></p> <p><b>TARGET ACHIEVED:</b> This target was officially achieved in the seventh quarterly report. New data is expected from Canada’s implementing partner mid-April 2011.</p>
<p><b>Progress Indicator</b></p> <p>The amount of land released and made available for communities as a result of survey and clearance of mines and Explosive Remnants of War (ERW) nationally and in Kandahar.</p>	<p><b>Baseline</b></p> <p>From March 2007 to March 2008, 180 square kilometres of land were released and made available nationally.</p>	<p><b>2011 Target</b></p> <p>A cumulative total of 500 square kilometres of land released and made available.</p>	<p><b>Quarterly Result</b></p> <p><b>TARGET ACHIEVED:</b> This target was officially achieved in the ninth quarterly report. Ten square kilometres were released this quarter for a cumulative total of 622 square kilometres of land released nationwide.</p>
<p><b>Progress Indicator</b></p> <p>The number of people receiving mine awareness education in Kandahar.</p>	<p><b>Baseline</b></p> <p>From March 2007 to March 2008, 33,500 individuals were provided with mine awareness education.</p>	<p><b>2011 Target</b></p> <p>200,000 individuals provided with mine awareness education.</p>	<p><b>Quarterly Result</b></p> <p><b>TARGET ACHIEVED:</b> This target was officially achieved in the seventh quarterly report. Since March 2007, over 575,000 Kandaharis have received mine risk education.</p>



## Border Security and Dialogue

**Context:** Border security and dialogue are ultimately contingent on strong relations between Pakistan and Afghanistan and on the resolution of some long-standing issues. Canada's benchmarks for this priority include qualitative and quantitative progress indicators to assess the effectiveness of Afghan and Pakistani border management efforts, including bilateral cooperation. As the border is long, its terrain difficult and its infrastructure underdeveloped, obtaining baseline information and establishing targets are challenging. Canada has already begun to work with the Afghan and Pakistani governments to identify infrastructure, training and other needs. This information will be essential to refining Canada's baselines and targets in the future.

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**Benchmark:** *Regular discussions on border issues.*

Progress Indicator	Baseline	2011 Target	Quarterly Result
Increased dialogue between Pakistani and Afghan officials through mechanisms including Canadian-sponsored workshops.	Three Canadian-sponsored workshops have been held to date. Key mechanisms for discussions were suspended by Afghanistan in July 2008 (August 2008).	Sustainable mechanisms for regular and substantive discussions across a broad array of issues are in place and operating for senior officials.	<p>The fifth Dubai Process Joint Working Group meeting since agreement on the March 2009 Action Plan took place in Kabul, Afghanistan, on November 13 and 14, 2010.</p> <p>Implementation of Dubai Process programming continues, with a focus on projects in three key areas: coordinated infrastructure at crossing points; compatible border management systems and training; and the institutionalization of dialogue and information-sharing mechanisms.</p>

Progress Indicator	Baseline	2011 Target	Quarterly Result
Increased cooperation at Kandahar-Baluchistan border.	Regular Canadian-facilitated discussions at Kandahar-Baluchistan border are continuing.	Mechanisms at border in place for regular and substantive discussions across a broad array of issues.	<p><b>TARGET ACHIEVED:</b> The Border Flag Meetings were established under Canadian stewardship as mechanisms for regular discussion. They have evolved into a new border cooperation mechanism, the Border Coordination Centre. This is a channel for liaison between ISAF, the Afghan National Security Forces and the Pakistani military.</p> <p>Canadian Forces have handed over responsibility to the United States for the district of Spin Boldak that includes the Kandahar-Baluchistan border.</p>

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*Benchmark: Better managed border crossings on the Kandahar-Baluchistan border.*

Progress Indicator	Baseline	2011 Target	Quarterly Result
Training completed by border officials.	No training provided to date (August 2008).	<p>A tailored training curriculum for new recruits in international customs procedures and a senior management development program for Afghan Customs will be developed by September 2009.</p> <p>150-200 Afghan customs officials and 3 or 4 Afghan customs trainers trained by 2011.</p>	<p><b>CURRICULUM PORTION OF THE 2011 TARGET HAS BEEN ACHIEVED:</b> This target was officially achieved in the eighth quarterly report.</p> <p><b>NEW – TRAINING PORTION OF THE 2011 TARGET HAS BEEN ACHIEVED:</b> A total of 201 customs officers have been trained and 3 Afghan customs officials have been mentored to become trainers at the Academy. The CBSA also delivered a senior management training course to 10 customs managers at the Academy.</p>

Progress Indicator	Baseline	2011 Target	Quarterly Result
Key infrastructure projects completed, including procurement of equipment.	Assessment of infrastructure needs not yet complete; some equipment purchases underway (August 2008).	Construction completed of a Joint District Coordination Centre (JDCC) in Spin Boldak. Infrastructure and equipment improvements completed at Weish border crossing in Kandahar, based on the results of a feasibility study to be completed in March 2009.	<p><b>JDCC PORTION OF THE 2011 TARGET HAS BEEN ACHIEVED:</b> As noted in the eighth quarterly report, the Joint District Coordination Centre has been completed and opened.</p> <p>During this quarter, Canada worked with U.S. and Government of Afghanistan interlocutors to finalize plans before commencing construction of a border facility at Weish. Canada's contribution to the Weish project has included the feasibility study, a social infrastructure development study and an unexploded ordinance survey. Discussions continue on the potential for further pre-construction activities.</p>

### Democratic Development and National Institutions

**Context:** Given the nature of the first benchmark, measures will include quantitative data such as internationally recognized Public Expenditure and Financial Accountability (PEFA) assessments in addition to qualitative assessments of ministry-specific evaluation activities and public perception assessed through polling.

The Government of Afghanistan held a presidential election and provincial council elections in 2009, and the parliamentary elections in 2010.

Canada will actively contribute in this area but it is important to recall that Canada is one of many actors. The Afghan government is leading, with support from the international community.

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**Benchmark: Key Afghan government institutions able to plan, resource, manage and maintain the delivery of services including at the subnational level.**

<p><b>Progress Indicator</b></p> <p>Provinces have established long-term provincial strategic plans that are aligned with Afghanistan National Development Strategy (ANDS) objectives.</p>	<p><b>Baseline</b></p> <p>Zero provinces have completed a provincial strategic plan (PSP) (March 2009).</p>	<p><b>2011 Target</b></p> <p>All 34 provinces have completed a provincial strategic plan.</p> <p>Kandahar will have demonstrated progress in implementing its strategic plan against identified timelines.</p>	<p><b>Quarterly Result</b></p> <p>PSPs for Herat and Mazar-i-Sharif are currently in the final stages of approvals. PSP preparatory work has been initiated in Kandahar, Helmand, Bamyan, Nangarhar and Laghman, including training on how to conduct provincial profiling and baseline data collection. PSPs for these five provinces are expected to be completed in spring 2011.</p>
<p><b>Progress Indicator</b></p> <p>Effective planning and budgeting mechanisms in place.</p>	<p><b>Baseline</b></p> <p>The difference between planned and actual government spending is 9.7% (April 2008).</p>	<p><b>2011 Target</b></p> <p>The difference between planned and actual government spending should be less than or equal to 5%.</p>	<p><b>Quarterly Result</b></p> <p>Only 39% of the core development budget had been disbursed by the end of this quarter and, with less than three months left in the fiscal year, it is expected that the Government of Afghanistan will not have fully disbursed its budget. We will report on the difference between planned and actual annual government spending once data is available at the end of the Afghan fiscal year (March 20, 2011).</p>

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
Better government monitoring and reporting mechanisms in place to ensure transparency.	Comprehensiveness of budget execution and financial reports, frequency and public access to them (PEFA rating): 3 (April 2008).	Comprehensiveness of budget execution and financial reports, frequency and public access to them (PEFA rating): 3+.	Performance assessments of public financial management are conducted every two years, based on the Public Expenditure and Financial Accountability Program, a multi-donor partnership located at the World Bank that aims to help strengthen public expenditure, procurement and financial accountability systems of recipient countries. The Government of Afghanistan is currently drafting terms of reference to conduct the next assessment, which is expected to be launched in 2011.

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*Benchmark: Afghanistan's ability to manage upcoming elections.*

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
The establishment of a national voter registry.	Pilot voter registration process carried out in three selected provinces (April 2008).	<p>Update of registry completed in a four-phased approach, in advance of 2009 presidential elections:</p> <ul style="list-style-type: none"> <li>- 14 provinces registered in phase I;</li> <li>- 10 additional provinces registered in phase II;</li> <li>- 6 additional provinces registered in phase III; and</li> <li>- 4 additional provinces including Kandahar registered in phase IV.*</li> </ul> <p>*The target was updated as the Government of Afghanistan's plan for voter registration was finalized.</p>	<b>TARGET ACHIEVED:</b> Update of the voter registry was completed in advance of the 2009 presidential elections. The registry was updated again for the 2010 parliamentary elections between June and August of 2010.

<p><b>Progress Indicator</b></p> <p>The number of registered voters nationally.</p>	<p><b>Baseline</b></p> <p>Approximately 12.6 million voters in the existing registry (2005).</p>	<p><b>2011 Target</b></p> <p>Two million new registrants added to the current registry in advance of the 2009 presidential and provincial council elections; 500,000 new registrants added to the 2009 registry in advance of the 2010 parliamentary and district council elections.</p>	<p><b>Quarterly Result</b></p> <p><b>2009 PORTION OF THE 2011 TARGET HAS BEEN ACHIEVED:</b> Over 4 million voters were registered in advance of the 2009 elections.</p> <p>The registry update was completed in advance of the 2010 parliamentary elections, with some 377,000 people registered. This includes new registrants as well as individuals who lost their voter cards, turned 18 years old or moved since the last election.</p>
<p><b>Progress Indicator</b></p> <p>The percentage of voter turnout.</p>	<p><b>Baseline</b></p> <p>70% of registered voters participated in the last presidential elections; 51.5% of registered voters participated in the last parliamentary and provincial council elections.</p>	<p><b>2011 Target</b></p> <p>70% turnout for men; 40% turnout for women. These targets are consistent with figures currently being used by the UNDP ELECT project.</p>	<p><b>Quarterly Result</b></p> <p>The United Nations Development Programme no longer uses the metrics identified in the 2011 target. The final results published by the Independent Electoral Commission indicate that there were over 5.6 million votes cast in the 2010 Wolesi Jirga (lower house of parliament) elections.</p>
<p><b>Progress Indicator</b></p> <p>The establishment of an independent electoral complaints commission.</p>	<p><b>Baseline</b></p> <p>An independent electoral complaints commission does not currently exist (August 2008).</p>	<p><b>2011 Target</b></p> <p>Establishment of an independent electoral complaints commission.</p>	<p><b>Quarterly Result</b></p> <p><b>TARGET ACHIEVED:</b> An independent electoral complaints commission has been established and was operational for both the 2010 parliamentary elections and the 2009 presidential elections.</p>

## Political Reconciliation

**Context:** Ultimately, only the Afghan government has the authority to pursue political reconciliation; Canada and other international partners will play supporting roles. Progress indicators to measure this benchmark include the identification of Afghan institutions and officials responsible for moving reconciliation forward, as well as the establishment of a transparent and effective process for reconciling insurgents.

Afghanistan cannot secure peace or realize its governance and development objectives by military means alone. An Afghan-led, internationally supported reconciliation process can serve to foster sustainable peace.

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**Benchmark:** *The Government of Afghanistan increasingly able to promote reconciliation among Afghans.*

Progress Indicator	Baseline	2011 Target	Quarterly Result
The Afghan government identifies the institutions and officials responsible for promoting Afghan reconciliation and a national reconciliation process is established.	A clear institutional focal point and process have yet to be identified (August 2008).	A lead authority is moving the reconciliation process forward.	<b>NEW – TARGET ACHIEVED:</b> The lead authority, the High Peace Council, began its work this quarter, establishing its terms of reference and conducting outreach throughout the country.
Progress Indicator	Baseline	2011 Target	Quarterly Result
The Afghan government is better able to communicate with Afghans about reconciliation.	The Government of Afghanistan's ability to share information about its programs, policies and objectives in a timely manner is limited (August 2008).	The Government of Afghanistan is actively sharing information, at the national, provincial and district levels, regarding its programs, policies and objectives for reconciliation.	<b>TARGET ACHIEVED:</b> The tenth quarterly report announced completion of construction, equipping and staffing of the Canadian-funded Government Media and Information Centres in Kandahar and Kabul, which are being used by the Government of Afghanistan to share information on reconciliation throughout the country.