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# CANADA'S ENGAGEMENT IN AFGHANISTAN

QUARTERLY REPORT TO PARLIAMENT  
FOR THE PERIOD OF JANUARY 1 TO MARCH 31, 2011



Canada

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*Report to Parliament*

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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 twelfth quarterly report on Canada's engagement in Afghanistan. This report addresses the period from January 1 to March 31, 2011.

A strong economy and access to well-paying jobs, public safety, democracy and capable institutions of governance, human rights and freedoms, quality health care, education; these are just some of the issues that ordinary Afghans worry about today and hope for with respect to their future. In many respects, they also represent the basic concerns and desires of most people, including Canadians.

The only way to achieve peace in Afghanistan, achieve good governance and improve the quality of life of Afghans, is for Afghans to take control of their future and to move forward on their own. This is why the Afghanistan National Development Strategy (ANDS), published in April 2008, set out a number of critical goals for Afghans to achieve by 2013:

**Security:** Achieve nationwide stabilization, strengthen law enforcement and improve personal security for every Afghan.

**Governance, Rule of Law and Human Rights:** Strengthen democratic practice and institutions, human rights, the rule of law, delivery of public services and government accountability.

**Economic and Social Development:** Reduce poverty, ensure sustainable development through a private-sector-led market economy, improve human development indicators, and make significant progress toward the Millennium Development Goals.

The pace of change in Afghanistan has been slow. Change has not come without setbacks; sustaining progress will be a challenge. For example, for all the important work completed at Sarpoza prison, the massive escape of April 24-25, 2011, represented a major setback for the Afghan prison service. On the other hand, Afghan National Army and Afghan National Police forces performed well when countering a sophisticated insurgent attack on Kandahar City in early May. These two events show the two sides of Afghanistan and demonstrate how difficult change and reconstruction can be in a conflict environment. They also serve to remind us of the fragility of progress in Afghanistan and the importance of continuing to work with Afghans.

Canada's six priorities and three signature projects in Afghanistan are designed to support the goals set out by the ANDS. Canada, as well as the international community, will continue to work alongside Afghan partners in order to help them continue building the foundations of a secure, prosperous and better governed Afghanistan.

Our report for this quarter updates progress that has been made on Canada's work in Afghanistan through the lens of Afghan leadership, with a particular emphasis on the perspectives and words of the Afghan people themselves. It is also important to note that in this quarter, the process of transitioning security operations to an Afghan lead was formally launched by President Karzai

on March 22 on the occasion of the Afghan Now Ruz (New Year)—a process that will see Afghans increasingly take ownership over the provision of security, governance and development across the country by the end of 2014.

Canadians in Afghanistan continue to serve the interests of peace and progress with dedication and bravery. On behalf of all Canadians, we honour and remember those who have made the ultimate sacrifice in this service, along with those who have been injured and their families.

While the war on terror continues, the long search for Osama bin Laden has come to an end. However, bin Laden's death does not end the threat of international terrorism. Al-Qaeda's international network remains a threat to Canada and to our allies.

Finally, it should always be remembered that Afghanistan was where Osama bin Laden and the leadership of Al-Qaeda planned the September 11, 2001, attacks on the United States, and other terrorist attacks elsewhere in the world. This serves to remind us why the Canadian Forces, aid, and diplomatic personnel have been sent to Afghanistan: to help Afghans build a more secure, prosperous, and better governed country, thereby denying Al-Qaeda and organizations like it the space and freedom to conceive and plan terrorist attacks.

Our next report will cover the period April 1 to June 30, 2011.



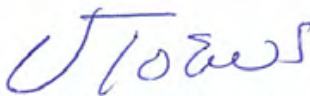
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The Honourable John Baird  
Minister of Foreign Affairs



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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 details the advances made by Canada on its six priorities and three signature projects in Afghanistan, providing a glimpse into progress made in Afghan leadership and ownership from the perspectives of the Afghan people.
- Although observed violence levels were higher this quarter than in the first quarter of 2010, the security environment across Afghanistan remained relatively stable as security forces consolidated the significant gains made during operations last fall. Despite insurgent threats and intimidation, the majority of Kandaharis polled continued to report feeling safe and that security was improving in their communities.
- With the participation of Canada, the NATO Training Mission – Afghanistan focused on training Afghan National Security Force leaders and Afghan trainers. Afghan National Army (ANA) numbers continued to rise. Relatively high attrition and retention problems remain a significant concern.
- Afghan National Police (ANP) officer training was also delivered by Canadian civilian police to 26 new recruits and leadership courses were provided for another 40 officers. In Kandahar, the late Provincial Chief of Police established an Afghan Training Assistance Team, signalling the ongoing transition to Afghan-led training in the province.
- Significant progress was made on Canada's signature project to rehabilitate the Dahla Dam and irrigation system; a number of repairs and physical work were completed on the dam, while rehabilitation was completed for an additional 25 kilometres of main canals and 19 secondary canals.
- Canada's education signature project to build, expand or repair 50 schools in Kandahar province also advanced with the completion of two more schools, bringing the total to date to 41. Work continued on the remaining nine schools.
- In support of Canada's signature project to eradicate polio in Afghanistan, 1.26 million children received vaccinations through a January-February immunization campaign. Roaming vaccination teams were used to reach children outside of their home. To date in 2011, only one new case of polio has been reported in Afghanistan.
- Concerns around the continuing prevalence of corruption in Afghanistan remain. In this quarter, Canada continued to support the development of Afghan leadership and ownership of institutions of governance and civil society on a number of fronts. This works to combat corruption, expand the presence of the Government of Afghanistan and enable greater access to services for the Afghan people. Much of this support takes place through partnerships at the district and community levels, including agricultural development, food aid and broad educational initiatives for Afghan children.

# **I. Introduction**

Progress in Afghanistan has been achieved on a number of fronts at the national, provincial, district and local levels. The pace of change in Afghanistan however has been slow and not without setbacks. Sustaining progress—whether political, economic or social—will depend on continuing Afghan leadership, within government and in particular throughout Afghan society. While much remains to be done, Canada continues to be inspired by those Afghans who are fighting for change, for peace, for greater rights and freedoms for women and girls, and for improved quality of life for all Afghans.

This quarterly report, covering the period of January 1 to March 31, 2011, describes the progress made on Canada's six priorities and three signature projects in Afghanistan, through a lens of how our priorities, projects and partnerships have worked to support Afghan leadership and ownership of their future. This report also provides insight into some of the progress that has been made in Afghanistan through the experiences and thoughts of the Afghan people themselves.

## **II. The Quarterly Context**

Although observed violence levels were higher than those noted between January and March 2010, the security environment across Afghanistan remained relatively stable this quarter as Afghan National Security Forces (ANSF) and the International Security Assistance Forces consolidated significant gains made during operations last fall, increasing the influence of the Government of Afghanistan and maintaining freedom of movement.

While Kandahar City experienced its first complex attack by insurgents in the last nine months, during this reporting period the violence in Kandahar province was down 30 percent from the previous quarter. Despite ongoing insurgent threats and intimidation, the majority of Kandaharis polled continued to report that they felt safe and that security was improving in their communities.

The process of transition to Afghan leadership of security operations was formally launched this quarter. In his speech of March 22 on the occasion of the Afghan Now Ruz (New Year), President Karzai announced that seven areas would commence the process of transition within the next six months—a process that will see Afghans increasingly take ownership over the provision of security, governance and development across the country by the end of 2014.

Some of the most important developments in Afghan-led progress in this quarter took place at the local level in the districts and communities of Kandahar. For example, Afghan political leadership continued to demonstrate commitment and foresight in Dand, a district of Kandahar province. The District Governor continued to display dynamic and progressive leadership, developing and mentoring staff to step in and lead when needed. Similarly in Panjwayi district, the District Governor demonstrated active leadership just one month after replacing the former Governor by promoting governance out to the farthest reaches of the district—an Afghan-led and defined approach to bring positive, lasting change to the area.

### 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 ANSF 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 extremely 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. They serve to support and advance the aspirations of the Afghan people as leaders and owners of their institutions of governance and organizations of civil society.

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

The ANSF include the ANA and the ANP. Canada's 2011 objective for the ANA is that the ANA will demonstrate an increased capacity to conduct operations and sustain a more secure environment in key districts of Kandahar, with support from ISAF allies.

*I would like to thank our Canadian partners for the significant contributions they have made towards the development and training of the Afghan National Army. We are now able to effectively plan and execute operations and foster key relationships with other security partners.* - Brigadier General Habibi, ANA Commander, 1/205.

Recruitment, training and equipping of ANSF personnel are pivotal to attaining this objective in Kandahar, and for a sustainable transition of security operations to Afghan leadership. In this quarter, the NATO Training Mission – Afghanistan (NTM-A), with the participation of Canada, focused on training ANSF leaders and Afghan trainers, allowing the ANSF to administer their own courses.

ANA and ANP recruitment numbers continued to rise in this quarter, and remained on track to meet October 2011 growth targets, although relatively high attrition and retention problems remain a significant concern. Well-trained, well-led and well-equipped Afghanistan Security Forces are an essential part of the Afghan government assuming lead responsibility for national and provincial security. To this end, Canada will be providing up to 950 Canadian Armed Forces trainers and support personnel to support the NTM-A. Up to 45 civilian police will also be deployed to provide mentoring and civilian policing skills to the Ministry of Interior (MOI) and ANP. By addressing attrition and retention challenges, existing gaps in leadership, literacy development and medical, army and police training, Canada will continue to be an integral part of the training of Afghan soldiers and police.

While mentoring of ANA personnel continued, two ANA kandaks demonstrated their increased capabilities by successfully conducting security operations in Kandahar City without partners or mentors. As noted by Brigadier General Habibi, ANA Commander of the first brigade, 205 Corps, “I would like to thank our Canadian Partners for the significant contributions they have made toward the development and training of the Afghan National Army. We are now able to effectively plan and execute operations and foster key relationships with other security partners.”<sup>1</sup>

Perceptions of security among the people of Kandahar decreased slightly from the last quarter, but remain significantly better than a year ago. Overall, 59 percent of Kandaharis polled feel safe in their communities and 54 percent think that security is improving. These levels are considerably higher than what was observed over the same period in 2010, when just 38 percent reported feeling safe and 39 percent believed security was improving.

Training also remains a cornerstone of development for the ANP and, in this quarter, through the ongoing delivery of an officers training course to 26 new recruits and the delivery of two leadership and management courses to 40 ANP officers, the Government of Canada continued to enhance ANP capacity to plan, direct and manage daily operations. In Kandahar, the late Provincial Chief of Police, Khan Muhammad Mujahid, who was killed by a suicide bomber on April 15, 2011, established an Afghan Training Assistance Team, further signalling the transition to Afghan-led training in the province. The Training Assistance Team was set up so that the Kandahar police headquarters could properly assess and monitor police sub-stations and hold district police commanders accountable for personnel, logistics, operations and equipment including guns and ammunition.



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Afghan National Police officers on parade in Kabul.

In March, a ceremony was held to mark the transition of responsibility for the Kandahar Provincial Reconstruction (KPRT) Training Centre from the Government of Canada to the Afghan MOI and the NTM-A. The centre will become a satellite of the larger Kandahar Regional Training Centre, bringing it under the command of the ANSF. The ceremony highlighted the ongoing cooperation between Canada and Afghanistan in police reform and capacity building.

Canadian civilian police continued to mentor ANP officers at the Kandahar provincial ANP headquarters, and fostered leadership development through the individual mentoring of district chiefs of police in Dand and Panjwayi. Canadian police also assisted in the training of the Provincial Response Team in arrest, search and seizure. Canada achieved and then surpassed its

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<sup>1</sup> Paraphrased from Brigadier General Habibi during an October 2010 video teleconference on Canada’s mission in Afghanistan

police infrastructure target this quarter, completing, among other projects, a new police sub-station in Kandahar City that will serve as a model facility for the province.

The MOI took additional ownership of institutional reform within the MOI and ANP this quarter, by endorsing the recommendations made by the ministry's Institutional Reform Working Group, co-chaired by Canada. Reform recommendations include creating independent civilian oversight, developing an effective internal affairs mechanism and implementing an enforceable Code of Conduct.

The MOI is also working to improve the quality of research and advice provided to the Minister. To assist in these efforts, Canada supported the ministry's policy unit and contributed technical advice to improve a strategic planning system that will enable a periodic review of the National Police Plan. Canada also funded three policy workshops to train the next cadre of Afghan leaders in policy development.

The Canadian Forces are also engaged with the ANP. A Canadian major-general has been responsible for all aspects of ANP development at the NTM-A since its inception in November 2009. At the regional level, a team of 30 CF members are mentoring the ANP headquarters, which is responsible for all ANP operations and training throughout southern Afghanistan. Furthermore, CF Police Operations, Mentor and Liaison Teams are mentoring the ANP in the districts of Panjwayi and Dand in Kandahar province. Their role is to advise and assist the District Police Chief in both districts as he recruits new ANP, to help coordinate the training of new recruits and to ensure new ANP are properly equipped.

In this quarter, Canadian correctional experts trained an Emergency Response Team at Sarpoza prison, which included instruction on non-lethal options to crisis response that will provide security for inmates and staff. Canada also continued to support infrastructure projects at the prison, including upgrades to facilities for food production, and to electrical and plumbing systems to improve living conditions for inmates and staff.

The escape of over 480 inmates in April 2011 was, without a doubt, a setback for Afghans and the international community, including Canada, as it demonstrated the fragility of mentoring and training work at the prison as well as institutional weaknesses. This event will be addressed more fully in the next quarterly report. However, we should not let this event hide the fact that through Canada's efforts, Sarpoza is now a better correctional facility than it was in 2007.

Canada's assistance in reforming the justice sector in Kandahar is also a key factor in enabling the advancement of Afghan leadership with respect to the rule of law. Canada's contribution at the Ministry of Justice significantly improved the ministry's capacity to draft and revise Afghan laws, while an online legal database donated by Canada has facilitated legal research and awareness of current laws.

Canada achieved and then surpassed its justice infrastructure target this quarter, providing safer living and working conditions for justice officials in Kandahar. Canada also provided equipment to a number of key justice offices in Kandahar City and in surrounding districts, including the Huquq Department and the Special Juvenile Prosecutor's Office. These initiatives enable justice

officials to carry out their work on a permanent basis in the districts, which in turn extends government presence and increases access to formal justice for Afghans.

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

The Canadian objective for this priority is that, by 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.

Sustainable delivery of basic services by Afghan-led institutions is fundamental to the future of Afghanistan and the well-being of its people. Canadian contributions to this effort include a signature project to rehabilitate the Dahla Dam and irrigation system, which was marked by significant progress in this quarter. The dry period over the winter months enabled a number of repairs and physical work to be completed on the dam, rehabilitation was completed for an additional 25 kilometres of main canals and 19 secondary canals, bringing the totals to 43 kilometres and 27 secondary canals respectively.

In addition, rehabilitation work was completed on the existing 1.6 kilometres of the Baba-Wali Canal drainage while survey and design work continued for the 0.8 kilometre extension to the Arghandab River. Water gauging equipment was installed in 27 secondary canals. Further repairs to and rehabilitation of the Dahla Dam and the Arghandab irrigation system will provide Afghan farmers with renewed opportunities to grow food and earn a living.

Through the Kandahar Local Initiatives Program, Canada has helped Kandaharis access a variety of economic opportunities and assume greater ownership of their livelihoods. For example, during this quarter, 208 farmers were trained to increase pomegranate and grape productivity—training which almost doubled the price of their crops. In addition, a backyard poultry farming project supported more than 900 beneficiaries (of which 50 percent were women), increasing food security and family incomes.

With respect to education, Canada has provided substantive support to the Ministry of Education to strengthen its leadership in the sector, which included technical assistance to create the Education Development Board in 2009 (now known as the Human Resources Development Board), which Canada previously co-chaired with the Ministry. The Board provided critical coordination and decision making, enabling the Ministry to develop and solidify its leadership in managing the sector.

*I want my daughter to be like my relatives, they are educated and their life is much better because of the education they have. – Parent.*

In addition, Canada's contribution to the Education Quality Improvement Program (EQUIP) supports the entire education sector. Through EQUIP, Canada has supported the establishment of over 10,000 School Management Committees, which work with the government to improve

access to, and the quality of, education in underserved and remote areas. Additionally, through this program, the Ministry of Education has overseen the completion of two additional signature project schools this quarter, bringing the total number of schools built or rehabilitated to 41.

Canada also supports the Ministry with its community-based education program. Canada has funded the establishment of more than 4,000 community-based schools across the country, including hundreds in Kandahar province. This program complements the formal education system by providing services in more rural and remote areas of Afghanistan where distance limits the enrolment and participation of students, especially girls. Canada, through partners with education expertise such as BRAC and Save the Children, is building the capacity of the Ministry of Education to support the integration of these community schools into the formal education system.

Community-based education is vitally important to students, parents and teachers in Afghanistan, particularly in providing initial access to education for Afghan girls. As noted by one parent, “I want my daughter to be like my relatives; they are educated and their life is much better because of the education they have.”<sup>2</sup>

*With the support of the Aga Khan Foundation Afghanistan...I received a lot of training and learning how to plant apple seedlings, budding, grafting, plantation management and how to market my products. I used to earn US\$400 per year but now that I own a nursery, I earn over US\$2,000 per year. – Sayed Habib, training participant, Parwan province.*

With respect to economic growth, improving livelihoods will help Afghan communities assume ownership over their long-term development. With this in mind, Canada’s support to economic growth is crucial in establishing Afghan leadership in the private sector. Canada funds the Aga Khan Foundation Canada, which accelerates community development in Afghanistan through two key programs: the Enhancing Licit Livelihood Opportunities in Northern Afghanistan and the Afghan Community

Renewal Program II. Each program includes a number of initiatives —such as conflict resolution, leadership and proposal writing—to empower collaboration on local projects.

These programs are especially important in supporting agricultural development and natural resource management. As stated by Sayed Habib, one training participant from Parwan province who provides for 24 members of his family, “With the support of the Aga Khan Foundation Afghanistan...I received a lot of training and learning how to plant apple seedlings, budding, grafting, plantation management and how to market my products. I used to earn US\$400 per year but now that I own a nursery, I earn over US\$2,000 per year. I have now also planted apricot and almonds in addition to apples.”<sup>3</sup>

<sup>2</sup> CIDA-funded BRAC and Save the Children Evaluation, September-October 2010

<sup>3</sup> Aga Khan Foundation Canada ACRP II Semi-annual Report, April-September 2010

In addition, this quarter the Mennonite Economic Development Associates successfully completed the implementation of a four-year project, Through the Garden Gate, funded by Canada. Working through Community Development Councils (CDCs) in nine villages, 90 women's farmer groups were organized (2,349 participants) and received regular agriculture support services. Results show that the overall income of each household had substantially increased, more children were attending school and the overall health of each household improved. Most importantly, the role of women in the communities has dramatically changed as they now have a stronger leadership role within both the CDCs and their villages.



© MEDA

Through the Garden Gate helps women in Afghanistan by giving them training in successful agricultural methods for their area.

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



© WFP/Challiss McDonough

An Afghan widow and mother of nine tells a Jalalabad shopkeeper what she wants to buy with her World Food Programme voucher.

The WFP also partnered with the Afghanistan National Disaster Management Authority to expand a new model for food assistance to the main cities through which beneficiaries will receive food vouchers instead of rations. Local shopkeepers also benefit from the use of these vouchers, which generates local commerce. Day labourer Ghulam Rasool from Nangarhar province, for example, struggles to feed his family of 12. “Whenever it rains, there’s no work.

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

In this quarter, Canada achieved its target to support the delivery of food assistance to Afghans in need, through a partnership with the World Food Programme (WFP). More than 6.5 million people were fed by the WFP in 2010, primarily in rural and remote areas where food availability is limited.

*Whenever it rains, there’s no work. Then all we can afford to eat is bread and tea. I’m really happy now. I can go into the shop and they’ll give me what I want!* – Ghulam Rasool, day labourer, Nangarhar province.

Then all we can afford to eat is bread and tea. I'm really happy now. I can go into the shop and they'll give me what I want!"<sup>4</sup>

Canada's signature project for the eradication of polio in Afghanistan continued to advance in this quarter. The January to February 2011 immunization campaign in the south saw 1.26 million children receive vaccinations (from a target of 1.33 million), including 387,000 in Kandahar province.

During the January-February campaign, additional efforts were made to reach children outside of their homes, through the use of roaming vaccination teams at check posts, bus stations and markets. The National Immunization Day campaign in March targeted more than 1.33 million children, including over 416,000 in Kandahar. To maximize the health benefits of the polio campaign in this quarter, children were also given deworming tablets along with the oral polio vaccine. So far in 2011, only one new case of polio has been reported in Afghanistan, down from eight cases in the same quarter in 2010. Twenty-five cases of polio were reported in 2010, down from the 38 cases reported in 2009.

Immunization campaigns require the efforts of thousands of health providers and volunteers; more than 20,000 people contributed to the success of the first round of the 2011 Sub-National Immunization Days, conducted this quarter—including 260 district coordinators, over 1,500 cluster supervisors, 17,700 volunteer vaccinators, 690 monitors and more than 1,500 community mobilizers (often religious leaders, teachers and community health workers).

As Jan Agha from Paktya province stated, the impact of immunization campaigns is clear: "Because of my apathy, one of my children had a polio-affected handicap in Peshawar, and ultimately died. I will never repeat my bitter and unforgettable mistake and advise others to get their children vaccinated against the contagious disease."<sup>5</sup>

*Because of my apathy, one of my children had a polio affected handicap in Peshawar, and ultimately died. I will never repeat my bitter and unforgettable mistake and advise others to get their children vaccinated against the contagious disease. – Jan Agha, Paktya province.*

Canada's contribution to mine action also continued in this quarter, with support to the Mine Action Program of Afghanistan. As of March 2011, 657 square kilometres of land had been released and over 590,000 individuals had received mine risk education, surpassing both of Canada's targets. Thanks in part to Canada's support, mine risk education is now taught by 16,000 trained teachers throughout Afghanistan.

<sup>4</sup> World Food Programme, *With new food vouchers Afghan poor get to choose* <http://www.wfp.org/stories/wfp-food-vouchers-afghan-poor-choose>

<sup>5</sup> UNAMA, *Afghanistan launches first polio campaign of the year* <http://unama.unmissions.org>



© Jacob Simkin/Mine Action Coordination Centre of Afghanistan

These children are returnees to Afghanistan from Pakistan. The village where they are now living was once contaminated by mines, but now that it has been cleared they are free to settle and develop their community.

The Mine Action Program of Afghanistan includes community-based de-mining projects designed by Afghan partners in close collaboration with community shuras and CDCs. Apart from the important work of mine clearing, these projects provide an economic boost to small rural communities through wages and by enabling land development once cleared.

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

Regarding border security, Canada's objective for 2011 is that 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 concerted effort by the international community to improve the security of Afghanistan's borders through dialogue, training and infrastructure. Pivotal to this effort is Canada's facilitation of the Dubai Process, a series of working group meetings aimed at enhancing cooperation between senior border management officials from the governments of Afghanistan and Pakistan.

Progress has been made on Dubai Process commitments, including the inauguration by Pakistan of its Border Liaison Office at the Torkham crossing in the Khyber Pass. A Border Liaison Office had previously been opened on the Afghan side of the border; both will support better coordination between counter-narcotics and law enforcement officials from both countries. Trainers from the U.K.'s Serious Organised Crime Agency and the United Nations Office on Drugs and Crime conducted an exercise in February as a result of the Dubai Process efforts to promote strategic and tactical cooperation between Afghan and Pakistani counter-narcotics and border officials. In total, nine officers were trained as part of this exercise.

Discussions with the Government of Afghanistan continued in this quarter to secure a site for the Weish border facility and customs house. The facility will enhance Afghanistan's capacity to manage immigration and customs processes, harness new streams of revenue, and help regulate the flow of commerce and people at the border crossing point. It will be built with U.S. funds following the Canadian-funded feasibility study, a social infrastructure development study and an unexploded ordnance survey.

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

By 2011, Canada expects that national, provincial and local institutions, particularly in Kandahar province, will exhibit an increasing capacity for democratic governance in the deliberation and delivery of public programs and services, carrying out democratic elections, and addressing concerns around the continuing prevalence of corruption.

Canada's assistance in Afghanistan has focused on enabling the Government of Afghanistan to assume a greater level of leadership and ownership over its affairs. Equally important are Canada's efforts to support Afghan civil society, which help to educate the Afghan people in holding the government accountable. This has been particularly important with respect to ensuring that the views of Afghan women are voiced and heard.

Through the National Solidarity Program (NSP), Canada has contributed to the development of democratically elected CDCs across much of Afghanistan. Communities are provided with grants to undertake small-scale, locally relevant projects, such as road building and repair, and irrigation systems. The NSP has also played a key role in formalizing the role of women in the decision-making process. As noted by a woman from the province of Daikundi, "NSP allows men and women to decide together...It is the first time that women's opinions have been asked about a project in the village."<sup>6</sup>

*NSP allows men and women to decide together. It is the first time that women's opinions have been asked about a project in the village.*  
— Daikundi woman

Canada has also supported Afghan leadership and ownership at the sub-national level by strengthening the ability of government officials in Kandahar province to deliver services and represent concerns of the province through the Afghanistan Sub-National Governance Program (ASGP). The ASGP works closely with the government, in particular, the Independent Directorate for Local Governance, to increase the effectiveness and inclusiveness of sub-national governance structures. Ultimately, an increased presence of government and a more effective bureaucracy will help improve service delivery to the Afghan people.

Under the ASGP, efforts continued to advance the Provincial Strategic Plan (PSP) process in five selected provinces, including Kandahar. Each of the 34 provinces is expected to have PSPs in place by 2013, which will serve as a strategic road map for each province, addressing governance, security and development issues, and needs. This quarter, provinces continued to collect, analyze and validate the required data in consultation with line departments. With efforts focused on building an effective government in key districts of Kandahar, through the ASGP and the District Delivery Program there is an increase in effective public dialogue, particularly in the Dand and Panjwayi districts.

Canada actively promotes human rights in Afghanistan and remains the largest donor to the Afghanistan Independent Human Rights Commission (AIHRC). Canada assumed the Chair of the AIHRC Donor Committee on January 1, 2011. As part of this role, Canada coordinates support to the AIHRC and helps to facilitate dialogue between the institution and stakeholders, including donors and the Government of Afghanistan. The AIHRC, which leads the country in the promotion and protection of human rights, continued to build on its leadership through activities such as human rights training and awareness sessions for 3,000 Afghans—including more than 1,000 women — in this quarter.

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<sup>6</sup> Funded by CIDA and the Swiss Agency for International Development: *A Study of Gender Equity Through the National Solidarity Programme's Community Development Councils*, Danish Committee for Aid to Afghan Refugees, October 2010

### Effective Afghan Leadership in Dand District

Over the past two years, thanks to the focused efforts of the whole-of-government team, Canada has witnessed the emergence of credible, legitimate Afghan governance within the district of Dand.

In May 2009, Dand was a semi-autonomous sub-district of Kandahar City. There was no permanent ISAF security presence and security was provided by a small police force that was present in only a few villages. Although Dand did not have any official governance responsibility, a small local government did exist and exerted a measure of authority over the semi-rural and rural areas to the south of Kandahar City. This unofficial government conducted much of its business using traditional shuras, or meetings of elders. The elders at these infrequent shuras were appointed, not elected, and represented only a small number of villages in Dand. The region did not have any formal linkages to the Government of Afghanistan line ministries whose support is vital to moving any Afghan program forward. All governance activity relied heavily on the energetic District Governor for progress. In his absence, nothing happened.

Over the past two years, an enduring and effective Afghan security presence, combined with Canadian governance mentorship and development programming, has facilitated the transformation of Dand from an unknown backwater into a recognized model for building Afghan leadership capacity.

Today Dand is a formal, recognized district of Afghanistan and its government has been transformed. New staff have been hired and the district council is becoming a more capable governance body that enjoys elected representation from all villages in the district. The numerous district sub-committees meet regularly, providing solutions to local issues. The range of changes in Dand has been extraordinary.

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



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President Hamid Karzai addresses a special gathering on the occasion of the first meeting of the High Peace Council at the Presidential Palace.

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

It is fundamentally important that the process of reconciliation be Afghan-led and Afghan-owned. In this quarter, the High Council for Peace—the Afghan authority charged with moving the reconciliation process forward—conducted important outreach activities on peace through meetings with leaders of Pakistan, Turkey, Saudi Arabia and other regional countries.

With respect to the reintegration of Afghan fighters, the Afghanistan Peace and Reintegration Program, an Afghan-planned and Afghan-led initiative that provides opportunities for insurgents to lay down arms and rejoin communities, was launched in a number of provinces in this quarter. Provincial Peace Committees play a key role in facilitating reintegration efforts at the provincial level. A number of committees were established in several provinces in this quarter, including Helmand, Kunduz and Khost. Peace Committees are now present in 25 of Afghanistan's provinces.

## **IV. Conclusion**

The leadership and ownership of institutions of governance and civil society are at the core of the aspirations of the Afghan people, and will ultimately guide the future of the country. Canada continues to support these goals through ongoing effective partnerships and a shared commitment to peace and prosperity in Afghanistan.

# 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 headquarters and four of six kandaks* within the ANA brigade are capable of planning, executing and sustaining near-autonomous operations. This is unchanged from the last quarter.  *An additional kandak was deployed to Canada's AOR.

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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 brigade headquarters and five kandaks had an effective strength of 70% or higher. This is a significant improvement from the previous quarter when only the headquarters and two kandaks attained this level. Task Force Kandahar reports that not only has the brigade increased its overall size, but AWOL and absenteeism rates have also declined. Mitigation strategies, such as increasing company leadership, may account for this improvement.

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**Benchmark:** *progressive increase in the security burdens should be met by the ANA in the Area of Responsibility (AOR) of the Canadian Forces.*

<b>Progress Indicator</b> The percentage of total security operations in the Canadian Forces AOR that are executed by the ANA.	<b>Baseline</b> 45% of total security operations in the Canadian Forces AOR are executed by the ANA (April 2009).	<b>2011 Target</b> 65% of total security operations in the Canadian Forces (CF) AOR are executed by the ANA.	<b>Quarterly Result</b> Almost all of the operations in the CF AOR were conducted as partnered operations this quarter, where the CF and ANA work jointly to achieve a common operational aim. This is unchanged from the last quarter.
<b>Progress Indicator</b> The percentage of total security operations in the Canadian Forces AOR that are led by the ANA.	<b>Baseline</b> 45% of total security operations in the Canadian Forces AOR are led by the ANA (April 2009).	<b>2011 Target</b> 65% of total security operations in the Canadian Forces AOR are led by the ANA.	<b>Quarterly Result</b> During this quarter the ANA led 12 of 16 of the major operations in the CF AOR, or roughly 75%, up from 31% last quarter, while coalition forces led four.

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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> The number of key districts where the ANA has an approval rating of 85% or more. <sup>2</sup>	<b>Baseline</b> In four of the six key districts the ANA has an approval rating of 85% or more (June 2008).	<b>2011 Target</b> To maintain and/or increase the number of key districts where the ANA has an 85% approval rating.	<b>Quarterly Result</b> One of the six key districts gave the ANA a rating of 88%. All of the other key districts, however, saw a drop in the approval rating compared to last quarter. Province-wide approval of the ANA fell by 5%.
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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.*

Progress Indicator	Baseline	2011 Target	Quarterly Result
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.	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 polled also perceived security to be improving.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
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.	FDD training was completed by 383 ANP individuals in the key districts this quarter. The ANP currently counts 2,480 individuals in the six districts, of which approximately 73% have received FDD training.  Since 2008, 3,578 ANP individuals have received FDD training, which is more than initially planned. Because many have been assigned elsewhere, have been wounded or killed, or have left the force, ANP training remains a top priority for Canada and ISAF.

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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).

<p><b>Progress Indicator</b></p> <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></p>	<p><b>Baseline</b></p> <p>0% of ANP forces in key districts are capable of planning, executing and sustaining near-autonomous operations (August 2008).</p>	<p><b>2011 Target</b></p> <p>80% of ANP forces in key districts are capable of planning, executing and sustaining near-autonomous operations.</p>	<p><b>Quarterly Result</b></p> <p><b>NEW – TARGET ACHIEVED:</b> Twelve of 15 police units in key districts, or 80%, have been assessed as “effective with assistance” under ISAF’s capacity assessment model.</p>
<p><b>Progress Indicator</b></p> <p>The number of ANP infrastructure and equipment projects completed in Kandahar.</p>	<p><b>Baseline</b></p> <p>Five permanent substations have been constructed and equipped in key districts (August 2008).</p>	<p><b>2011 Target</b></p> <p>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.</p>	<p><b>Quarterly Result</b></p> <p><b>NEW – INFRASTRUCTURE PORTION OF THE 2011 TARGET ACHIEVED:</b> Six infrastructure projects were completed this quarter, bringing the total number of projects completed to date to 19.</p> <p><b>UPGRADE PORTION OF THE 2011 TARGET ACHIEVED:</b> Three upgrades to existing ANP facilities were completed this quarter, bringing the total number of upgrades to 28.</p>

<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.”

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

<p><b>Progress Indicator</b></p> <p>The number of infrastructure and equipment projects completed in Sarpoza Prison and the Afghan National Directorate of Security (NDS) detention centre in Kandahar.</p>	<p><b>Baseline</b></p> <p>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).</p>	<p><b>2011 Target</b></p> <p>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.</p> <p>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.</p>	<p><b>Quarterly Result</b></p> <p><b>TARGET ACHIEVED:</b> Twelve infrastructure projects and three equipment purchases were completed this quarter. As a result, the 2011 target has now been surpassed, with a total of 36 infrastructure projects and 18 equipment purchases completed.</p>
<p><b>Progress Indicator</b></p> <p>The number of corrections officials trained and mentored in Kandahar.</p>	<p><b>Baseline</b></p> <p>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).</p>	<p><b>2011 Target</b></p> <p>100% of corrections officers and managers will have successfully completed their initial and advanced training programs.</p>	<p><b>Quarterly Result</b></p> <p><b>TARGET ACHIEVED:</b> This target was announced as officially achieved in the eighth quarterly report. Ongoing training delivered by Afghan trainers for new recruits continued in this quarter under Canadian mentorship. Specialized Emergency Response Team (ERT) training was also delivered by Correctional Service of Canada experts. This training included a Train-the-Trainer component, which allowed newly trained Afghan prison staff to deliver ERT training to other Afghan prison staff this quarter.</p>

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

<p><b>Progress Indicator</b></p> <p>The number of training programs in place for justice officials in Kandahar.</p>	<p><b>Baseline</b></p> <p>There are no current training programs for justice officials in Kandahar (August 2008).</p>	<p><b>2011 Target</b></p> <p>Four training programs for justice officials in Kandahar are made available for those practising law and those involved in administering the legal system.</p>	<p><b>Quarterly Result</b></p> <p><b>TARGET ACHIEVED:</b> This target was officially announced as achieved in the eleventh quarterly report. One additional course on Civil and Commercial Law was provided to justice officials in Kandahar City this quarter. As a result, Canada has now surpassed the justice sector training target.</p>
<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><b>NEW – INFRASTRUCTURE PORTION OF THE 2011 TARGET ACHIEVED:</b> Two justice infrastructure projects were completed this quarter. The 2011 target has been surpassed, with a total of six infrastructure projects completed.</p> <p><b>EQUIPMENT PORTION OF THE 2011 TARGET ACHIEVED:</b> This target was announced as officially achieved in the eighth quarterly report. Three additional facilities were equipped this quarter and the 2011 target has been surpassed with a total of 12 facilities equipped.</p>

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
Improved Ministry of Justice capacity to draft, revise, translate and promulgate laws passed by the Afghan government.	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).	The Afghan Ministry of Justice's legislative drafting unit achieves improved capacity.	<b>NEW – TARGET ACHIEVED:</b> Canada's project at the Ministry of Justice significantly improved the Ministry's capacity to draft, revise, translate and promulgate Afghan laws. This quarter, Canada's donation of an online legal database to the Government of Afghanistan marked the achievement of this target.

## 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.

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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 further 25 km of main canals and 19 sub-canals were rehabilitated during the January to March 2011 dry period. In addition, 200,600 m <sup>3</sup> of silt and other non-compacted materials were removed with a cumulative total of 550,600 m <sup>3</sup> .

<b>Progress Indicator</b> Number of jobs created by the Dahla Dam project.	<b>Baseline</b> Project plan indicated a baseline of 0 jobs (fall 2008).	<b>2011 Target</b> 10,000 seasonal jobs created by the project.	<b>Quarterly Result</b> A further 1,268 jobs were created this quarter on the construction work for the project. Similar to last quarter, many of these jobs are skilled, including site engineers, construction foremen and equipment operators. A total of 3,681 seasonal jobs have been created to date, mostly related to construction. As repairs progress, more water is provided with each agricultural cycle increasing agricultural productivity and agriculture-based employment.
<b>Progress Indicator</b> Number of hectares of land benefiting from improved irrigation and water management.	<b>Baseline</b> 20,000 hectares of land currently have access to irrigation (to varying degree and quality) via the Dahla Dam and its irrigation system	<b>2011 Target</b> 30,000 hectares in total benefiting from improved irrigation and water management.	<b>Quarterly Result</b> The gates at the Dahla Dam were closed for two and a half months this period for standard replenishment of the reservoir during the winter season. The total number of hectares benefiting from improved irrigation will be calculated once work on canal irrigation rehabilitation has been completed.

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

<b>Progress Indicator</b> Number of school projects (built, expanded or repaired) in key districts.	<b>Baseline</b> 19 school projects contracted and one school project completed (June 2008).	<b>2011 Target</b> 50 schools built, expanded or repaired.	<b>Quarterly Result</b> Two schools were completed this quarter. This brings the total completed to 41, with another nine 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.	Teacher training has been delivered to an additional 600 teachers this quarter, bringing the total number of teachers trained to 1,931.
<b>Progress Indicator</b> Number of people receiving literacy training, vocational education and skills development.	<b>Baseline</b> More than 5,000 individuals have received literacy training. Some 735 individuals have received vocational training (2007).	<b>2011 Target</b> 20,000 additional individuals to receive literacy training. 1,070 additional individuals to receive vocational training.	<b>Quarterly Result</b> <b>TARGET ACHIEVED:</b> This target was announced as officially achieved in the seventh quarterly report. The total number of individuals to have received vocational and skills development training is now approximately 6,300.  Afghans who have received literacy training, vocational education or skills development now have a foundation to further develop their social and economic potential.

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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.**

Progress Indicator	Baseline	2011 Target	Quarterly Result
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.	68% of Kandaharis polled indicate that they are satisfied with efforts of the provincial and local government to improve quality of life, up from 56% at the same time last year.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of business enterprises and cooperatives operating in key districts.	206 agricultural cooperatives registered (April 2006) and 72 small and medium-sized enterprises (SMEs) operating (July 2008).	Steady expansion of the number of enterprises in key districts.	<b>TARGET ACHIEVED:</b> This target was announced as officially achieved in the eleventh quarterly report. As economic opportunities increase for Kandaharis, the number of businesses registered will continue to grow.
Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of microfinance and savings clients served.	30 microfinance loans provided to clients in Kandahar (March 2008).	Loans for 500 clients in Kandahar through the Microfinance Investment Support Facility.	<b>TARGET ACHIEVED:</b> This target was announced as officially achieved in the sixth quarterly report. Over 3,900 clients in key districts have now been provided with microfinance services.

## 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)*

Progress Indicator	Baseline	2011 Target	Quarterly Result
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.	This quarter, 1.26 million children received vaccinations through a January-February immunization campaign from a target of 1.33 million. Roaming vaccination teams were used to reach children outside the home. An estimated 387,300 children were vaccinated in Kandahar this quarter, representing 93% of the targeted children reached in the campaign.
Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of polio cases reported.	17 cases reported nationally (2007).	Eradication by 2009.	One case of polio has been reported in Afghanistan so far this year. This compares to eight identified this quarter last year.

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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.	<b>NEW – TARGET ACHIEVED:</b> Canada has achieved its target to support the delivery of food assistance to Afghans in need in partnership with the World Food Programme (WFP). The WFP fed more than 6.5 million people in 2010, primarily in remote, food-insecure rural areas. This quarter, the WFP provided approximately 25,000 tonnes of food to over 1 million Afghans nationwide.
<b>Progress Indicator</b> The capacity of the Afghanistan National Disaster Management Authority (ANDMA) and Provincial Disaster Management Committee (PDMC) to put in place effective disaster preparedness plans.	<b>Baseline</b> 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.	<b>2011 Target</b> By 2011, PDMC will have developed comprehensive strategies and coordination mechanisms for responding to disasters.	<b>Quarterly Result</b> <b>TARGET ACHIEVED:</b> This target was announced as officially achieved in the eleventh quarterly report. In March 2011, the Afghan National Disaster Management Agency released a new plan to respond to flood-related disasters in Kandahar province. The plan sets out the roles and responsibilities for mechanisms of the PDMC and its composite line ministries.

**Progress Indicator**  
The access that vulnerable populations—women, children, disabled persons, returnees and internally displaced persons—have to essential quality health services.

**Baseline**  
111 health care staff have received training (June 2008).

**2011 Target**  
500 health care workers trained.

**Quarterly Result**  
**TARGET ACHIEVED:** This target was announced as officially achieved in the seventh quarterly report. To date, over 1,455 health workers have been trained, including doctors, nurses, midwives and community health workers. Canada continues to support training for Afghan health professionals to improve the quality and accessibility of the Afghan health care system.

**Progress Indicator**  
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.

**Baseline**  
From March 2007 to March 2008, 180 square kilometres of land were released and made available nationally.

**2011 Target**  
A cumulative total of 500 square kilometres of land released and made available.

**Quarterly Result**  
**TARGET ACHIEVED:** This target was announced as officially achieved in the ninth quarterly report. This quarter, 35 square kilometres were released to communities for a cumulative total of 657 square kilometres of land released nationwide.

**Progress Indicator**  
The number of people receiving mine awareness education in Kandahar.

**Baseline**  
From March 2007 to March 2008, 33,500 individuals were provided with mine awareness education.

**2011 Target**  
200,000 individuals provided with mine awareness education.

**Quarterly Result**  
**TARGET ACHIEVED:** This target was announced as officially achieved in the seventh quarterly report. Since March 2007, over 590,000 Kandaharis have received mine risk education, including 15,400 educated during this quarter.

## 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.	Five working group meetings have taken place since 2009, facilitating the implementation of Dubai Process programming, 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.
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.	<b>TARGET ACHIEVED:</b> This target was announced as officially achieved in the eighth quarterly report. The Border Flag Meetings that were established under Canadian stewardship as mechanisms for regular discussion have evolved into a new border cooperation mechanism, the Border Coordination Centre, a channel for liaison between ISAF, the ANSF and the Pakistani military. Moreover, the Canadian Forces have handed over responsibility to the United States for the district of Spin Boldak that includes the Kandahar-Baluchistan border.

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

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
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>TARGET ACHIEVED:</b> This target was announced as officially achieved in the eighth and eleventh quarterly reports.</p>
Key infrastructure projects completed, including procurement of equipment.	Assessment of infrastructure needs not yet complete; some equipment purchases underway (August 2008).	<p><b>2011 Target</b></p> <p>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>	<p><b>Quarterly Result</b></p> <p><b>JDCC TARGET ACHIEVED:</b> As noted in the eighth quarterly report, the Joint District Coordination Centre has been completed and opened.</p> <p>During this quarter, the Government of Afghanistan announced its intention to establish a compensation process, consistent with established Afghan law in such matters, for those individuals and businesses claiming traditional ownership rights in some of the land on which the new Weish border facility is to be built. Final approval was also granted by the Afghan government for commencement of a Canadian-funded package of small community infrastructure projects in the Weish area in support of the overall border project.</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.*

Progress Indicator	Baseline	2011 Target	Quarterly Result
Provinces have established long-term provincial strategic plans that are aligned with Afghanistan National Development Strategy (ANDS) objectives.	Zero provinces have completed a provincial strategic plan (PSP) (March 2009).	All 34 provinces have completed a provincial strategic plan.  Kandahar will have demonstrated progress in implementing its strategic plan against identified timelines.	The pilot on provincial strategic planning continues with two plans completed in the last seven months. Data collection and analysis for five more plans are underway: Bamyan, Uruzgan, Helmand, Kandahar and Laghman. It is anticipated that provincial strategic plans will reach all 34 provinces by the end of 2013.
Progress Indicator	Baseline	2011 Target	Quarterly Result
Effective planning and budgeting mechanisms in place.	The difference between planned and actual government spending is 9.7% (April 2008).	The difference between planned and actual government spending should be less than or equal to 5%.	Based on available figures from the Ministry of Finance, the Government of Afghanistan has executed 40% of the solar year 1389 core development budget and 75% of its allocations for the solar year. Final data should be available in the next quarter.

<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 (PEFA) Program. Using PEFA indicators and methodology, the Government of Afghanistan has engaged an independent third party to undertake public finance management capacity assessments of 14 key ministries. The inception report has been delivered and work is underway with initial reports on seven ministries expected in late 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 TARGET ACHIEVED:</b> Over 4 million voters were registered in advance of the 2009 elections. The registry update was also completed in advance of the 2010 parliamentary elections, with the Independent Electoral Commission (IEC) registering 377,197 voters throughout Afghanistan. Of these, 55% were male, 40% female and 5% Kuchi.</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>Due to the unavailability of accurate population data, it is not currently possible to establish a measurement on the percentage of voter turnout. The United Nations Development Programme no longer uses the metrics identified in the 2011 target. However, there were some 5.6 million votes cast in the 2010 Wolesi Jirga (lower house of parliament) elections, of which approximately 1.33 million were invalidated by the IEC. Final results published by the IEC indicate that over 4.26 million valid votes were cast.</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 2009 presidential elections and the 2010 parliamentary 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>TARGET ACHIEVED:</b> This target was announced as officially achieved in the eleventh quarterly report. The lead authority, the High Peace Council, continued to move the reconciliation process forward this quarter, notably through international outreach with key regional players.
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.