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CANADA'S ENGAGEMENT IN AFGHANISTAN

MARCH 2009



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Cover photo: Sarpoza prison, Kandahar province

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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 quarterly report on Canada's engagement in Afghanistan. This report addresses the quarter ending March 31, 2009.

Our report for this quarter highlights one of the central elements of Canada's mission—advancing Afghanistan's rule of law. By helping Afghans to strengthen their rule of law, we are contributing to Afghanistan's security, governance and development. As the Prime Minister noted during his visit to Kandahar province in May, "Canada's Afghan mission is more than just a security operation. It is also about making a real difference in the quality of life for thousands of Afghan families."

The urgency of rule-of-law reform was underlined during the quarter by the sudden passage of an Afghan law jeopardizing internationally recognized rights of women. This law caused concern among Canadians and others in the international community, and met strenuous criticism among many Afghan organizations and legislators. Canada, with other partners active in Afghanistan, has pressed the Afghan government to honour its international treaty obligations, including obligations to respect the equality of women before the law. As the Prime Minister has said, "We cannot state strongly enough our concern for the rights of women in Afghanistan."

While the Afghan Constitution recognizes the right of the Shia minority (about three million Afghans or 10 percent of the population) to have family law cases adjudicated according to Shia jurisprudence, this particular legislation, which is not yet in force, contains a number of troubling provisions including marriage between minors; the requirement that a wife have her husband's permission to work, seek education, receive health care or even leave the home; and the effective legalization of rape within marriage.

In response to international and domestic pressures, the Afghan government halted implementation of the Shia statute and undertook to review its provisions. Canada remains strongly engaged with the Afghan government on this issue, alongside Afghans and their elected legislators.

During the quarter we welcomed the announcement by the United States of a new U.S. strategy of engagement in Afghanistan, Pakistan and the region, and we are working closely with the United States to coordinate our civilian and military activities for the best possible results. As part of its strategy, the United States is deploying large numbers of additional forces to counter the insurgency in Afghanistan and accelerate training of Afghan security forces. Many of these reinforcements will be based in Kandahar, where most Canadian Forces' soldiers are located.

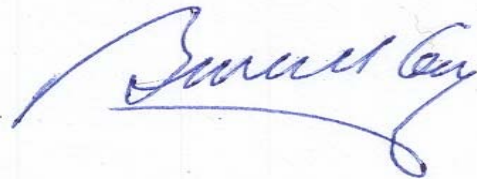
The intention is that a larger U.S. military presence will eventually provide more security for Afghans. It is also likely, however, that the arrival of more U.S. forces in Kandahar—with greater capacity to clear and hold territory against the insurgency—will involve more intense and frequent fighting with insurgents in the coming months. Other important developments in the period ahead include preparations for Afghanistan's presidential and provincial council elections in August.

On behalf of all Canadians, we are privileged again to express our respect and gratitude for those Canadians, military and civilian, who are carrying out our engagement in Afghanistan. They have displayed courage, purpose and extraordinary professional skill.

Our next report will cover the quarter that ends June 30, 2009.



The Honourable Stockwell Day
Minister of International Trade and
Minister for the Asia-Pacific Gateway



The Honourable Peter Gordon MacKay
Minister of National Defence and
Minister for the Atlantic Gateway



The Honourable Beverley J. Oda
Minister of International Cooperation



The Honourable Lawrence Cannon
Minister of Foreign Affairs



The Honourable Peter Van Loan
Minister of Public Safety



Minister of International Cooperation, Beverley J. Oda, with Afghan female participants during the opening of the Kandahar Through Afghan Eyes photography exhibition in Kandahar in January 2009.



A Canadian Forces member from the Kandahar Provincial Reconstruction Team on sentry duty with Afghan National Police near an Afghan police substation in Kandahar City.



Canada supports mine clearance and mine-risk education in Afghanistan. As a result of demining along electricity transmission corridors from Uzbekistan, power supply to Kabul increased significantly during the quarter.



Ministers Lawrence Cannon and Stockwell Day are briefed by Canadian officials about counter-IED [improvised explosive device] efforts during a visit to Afghanistan in March 2009.

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Summary

- Canada achieved progress toward priority objectives during the quarter, in the context of continuing counter-insurgency warfare and severe humanitarian conditions.
- With training and mentoring by the Canadian Forces, Afghan National Army units in Kandahar showed marked improvement. Brigade Headquarters and one battalion maintained the highest capability milestone. Four other battalions have reached the second highest milestone.
- Mentored by Canadian civilian police and supported by the Canadian Forces, Afghan National Police in Kandahar improved their performance. A police literacy project was launched, and police facilities were upgraded. In Kandahar City's Sarpoza prison, Canadian corrections officers directed literacy and management training.
- Justice officials in Kandahar completed criminal law workshops focused on roles and responsibilities of prosecutors, judges, lawyers, police and corrections officials.
- Canada announced a contribution of more than \$21 million to strengthen the rule of law. Most of that will go to the United Nations Development Programme's Law and Order Trust Fund for Afghanistan, the main instrument for paying police and prison-service salaries.
- Rehabilitation of the Dahla Dam and irrigation system, a Canadian signature project, advanced with the completion of a new bridge and an inception mission by the Canadian contractors.
- School rehabilitation, another signature project, progressed with the completion of two more schools in the quarter, for a total of five; 25 more were under construction.
- The third Canadian signature project, polio eradication, continued with vaccination of more than 350,000 Kandahar children in campaigns led by UN agencies, though many children were missed as a result of insecurity in some areas.
- Canada augmented support for humanitarian activity with a \$14 million contribution to UN and other organizations. High food prices, drought and malnutrition, along with violent conflict, afflict millions of Afghans. Insurgent violence prevented aid workers from reaching some communities most in need.
- Canada brought together Afghan and Pakistani officials in Dubai where they adopted an unprecedented joint border management plan.
- Some 4.4 million Afghans completed voter registration for presidential and provincial council elections in August—a major event in building capacity for democratic governance.

I. Introduction

Three imperatives describe the scope of Canada's engagement in Afghanistan: security, governance and development. And together these imperatives are advanced by a systematic Canadian concentration on improving Afghanistan's rule of law. The dynamic here is compelling. A strong and just rule of law helps create social peace, personal security and a ready alternative to violent conflict; it demonstrates and reinforces responsible and effective governance; and it promotes the reliable foundation of order and confidence that lasting development requires. By taking practical action to help Afghans strengthen the rule of law, Canada is contributing to the development of a more peaceful, better governed Afghanistan.

This quarterly report addresses Canada's engagement in Afghanistan from January 1 to March 31, 2009, and gives particular attention to improving the rule of law as one of the central elements in Canada's mission there. As with past quarters, future reports will take up similarly timely and significant aspects of our Afghan engagement while surveying progress on all of Canada's priority objectives.

Improving the rule of law means improving police and prisons. More than that, it means improving Afghanistan's justice system with more capable judges and lawyers. It means suppressing corruption. And it means enabling the greater exercise of human rights—including the rights of women and girls.

Canada pursues rule-of-law reform, and the other priority components of our engagement in Afghanistan, in the context of continuing warfare against the Afghan insurgency. As in past years, the overall intensity of insurgent violence declined somewhat during the winter quarter from the unprecedented levels of last year's summer and fall quarters. But these latest three months saw more combat deaths among Canadian and other coalition forces than in any previous winter quarter since the removal of the Taliban regime in 2001. Casualty rates were attributable in part to an increasing tempo of Canadian and coalition security operations, conducted with Afghan forces against the insurgency.

These operations are essential to meeting the insurgent threat. But in the end, marginalizing the insurgency and securing a degree of peace will demand governance that is recognized by Afghans themselves as legitimate and dependable in delivering security and basic services. A stronger and more just rule of law will be a necessary part of that legitimacy and effectiveness. This is the inescapable logic and purpose of Canada's rule-of-law focus—to help create the conditions in which Afghans can govern their own country in more security and advance their own development.

II. The Quarterly Context

Wintertime insurgent violence in Kandahar province, where most of the Canadian Forces in Afghanistan are based, recorded the usual seasonal reduction from the very high rates of previous quarters. Nonetheless, the frequency of insurgent attacks reached levels higher than in the same three months of 2008—which were higher than in any earlier winter quarter. Kandahar

experienced a year-over-year increase in attacks with improvised explosive devices (IEDs) during the quarter. The number of IED “finds” also increased, especially in Kandahar City, mainly reflecting improving capabilities of Afghan soldiers and police to detect IEDs and solicit tips from the public.

Canadian and Afghan forces continued to attack and disrupt IED networks in Kandahar, adapting to changing insurgent methods just as the insurgents themselves adapt to evolving coalition and Afghan operations. Afghan forces demonstrated noteworthy advances in their capacity to prevent IED attacks, and by the end of the quarter Afghan soldiers and police were mounting a growing number of effective, independent operations on their own.

Despite these developments, assassinations of government officials and other prominent leaders continued and Afghan civilians suffered higher levels of violence than a year ago. Opinion polling in the quarter showed a decline in the percentage of Kandaharis who feel safe: 29 percent said they felt safe or very safe, fewer than in any previous poll. Favourable opinion of the Taliban, at 25 percent, reached an all-time high. Favourable opinion of the Afghan government stood at 74 percent, down from 81 percent in September 2008. (When asked to name the three biggest challenges facing their community, Kandaharis still listed concerns about employment, electricity and high prices more often than security.) Meanwhile, there was evidence that insurgents were reconstituting their networks for the coming “fighting season” from spring through summer and fall. Kandahar continued to rank among the most insecure of Afghanistan’s 34 provinces.

The Canadian Forces are deployed in Afghanistan as part of the International Security Assistance Force (ISAF), the 42-country coalition fighting under United Nations authority in support of the Afghan government; ISAF operates under the command of NATO, the North Atlantic Treaty Organization. Under the March 13, 2008, motion passed by the House of Commons, Canada’s military mission in Kandahar will end in 2011.

Canadian troops in Kandahar—more than 2,800 in all—carry out courageous combat operations and lead training and mentoring for members of the Afghan National Army. The Canadian Forces also support training and mentoring of the Afghan National Police. The combat effectiveness of the Canadian Forces was strengthened during the quarter as their recently deployed helicopters reached full operational capability. The airlift and protection provided by Chinook and Griffon helicopters, and surveillance by unmanned aerial vehicles (UAVs), are reducing exposure of Canadian soldiers and civilians to IEDs while enabling swifter operations against insurgents. The Canadian Forces, in close partnership with Afghan forces, continue to focus their operations on the security of Kandahar City and its populated approaches.

In the international context, prospects for a more powerful and coordinated international collaboration in Afghanistan were strengthened by two major events during the quarter. First, the United States announced a new strategy for Afghanistan, Pakistan and the region that includes large new deployments of U.S. troops to Afghanistan, fuller integration of U.S. military and civilian activities, additional development aid, and redoubled emphasis on training Afghan soldiers and police. Second, a multinational conference in The Hague—which included several

of Afghanistan's regional neighbours—reaffirmed the shared international interest in helping Afghans develop a better governed and more peaceful country.

The U.S. strategy is directed at what President Barack Obama called “a clear and focused goal: to disrupt, dismantle, and defeat al-Qaeda in Pakistan and Afghanistan, and to prevent their return to either country in the future.” To that end, he announced the deployment this spring of about 4,000 U.S. troops to train Afghan security forces. Together with the deployment of 17,000 troops announced earlier, these reinforcements will raise U.S. troop numbers in Afghanistan to more than 55,000 this year. A sizable proportion of these added forces is expected to be based in southern provinces, including Kandahar. President Obama's regional strategy for Afghanistan and Pakistan has encouraged the formation of an international group of senior officials to coordinate diplomacy in Afghanistan and the region. Canada is an active member of the group.

III. Canadian Priorities: Reporting Progress

To help Afghans improve their own security, governance and development, Canada's engagement is defined by six priorities: enable the Afghan National Security Forces (ANSF) in Kandahar to sustain a safer environment and promote law and order; strengthen Afghan institutional capacity to deliver basic services; provide humanitarian aid to the most vulnerable people; enhance border security with facilitation of Afghan-Pakistani dialogue; help advance Afghanistan's democratic governance; and facilitate Afghan-led political reconciliation.

Just as security, governance and development interact and reinforce each other, progress in each of our priorities can speed progress in the others. Better trained and equipped ANSF can improve the security that allows governance to function well. Government that can deliver basic services to Afghans will earn their support—and diminish any appeal the insurgency might claim. While humanitarian aid addresses needs of the most vulnerable people, secure and well-governed development improves lives and strengthens Afghans' confidence in their country's future.

Achieving even modest progress in Afghanistan remains difficult. After decades of warfare and misrule, Afghanistan is one of the world's poorest countries. Its government lacks capacity in nearly every part of its administration. And the insurgency—in which the Taliban is the pre-eminent but not the only force—has shown no signs of abating and in some provinces has expanded its reach.

To ensure that our engagement can be as productive as possible, we have integrated Canada's military and civilian efforts in Kandahar. At the same time, we have increased our embassy presence in Kabul to reinforce coordination with Afghan authorities and with other countries and organizations active in Afghanistan.

More Canadian civilians are now serving in Afghanistan than ever before. By the end of the quarter, 98 civilians were working in Kandahar and Kabul, and more are expected to be deployed this year. Working closely with the Canadian Forces, these civilians include diplomats, development specialists and corrections officers, as well as police seconded from the RCMP and provincial and municipal forces across the country. Canada's experience with soldiers and

civilians working and planning together has been recognized by other governments as a useful model for their own operations in Afghanistan.

Progress in each of Canada's priorities is being tracked with detailed benchmarks, so Parliament and Canadians can measure results to 2011. The Appendix of this report sets out the benchmarks and the results for this quarter.

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

The ANSF are composed of the Afghan National Army (ANA) and the Afghan National Police (ANP). Canada's priority here is to help—with ISAF and other partners—to build the ANSF into forces able to provide enough security for governance and development to proceed. The Canadian Forces have primary responsibility for training and mentoring the ANA in Kandahar. Canadian civilians and U.S. partners lead capacity building in the ANP, supported by the Canadian Forces.

Canadian Objective for 2011 (ANA): By 2011, we expect that the ANA in Kandahar will demonstrate an increased capacity to conduct operations and sustain a more secure environment in key districts of Kandahar, with support from ISAF allies.

Organized as the 1st Brigade of the 205th ANA Corps, ANA units under Canadian Forces mentorship are acknowledged to be among the most professional in the country and achieved new progress during the quarter. The Brigade Headquarters and one of the battalions (called kandaks in Afghanistan) maintained performance at the highest capability milestone—fully capable of near-autonomous operations. Four other battalions have reached the second highest capability milestone.

ANA units mentored by Canadians displayed increasing capacity to plan and conduct independent operations, although they usually partner with Canadian or other international forces. Specialized battalions began to field artillery, logistics and engineering capabilities for the first time, and Brigade commanders grew in capacity to lead operations.

Canadian Objective for 2011 (ANP): By 2011, we expect that the ANP will demonstrate an increased capacity to promote law and order in key districts of Kandahar, supported by justice-sector and corrections capabilities.

A reliable, responsive rule-of-law system places demands on all three of its dimensions—police, courts and corrections. It is not enough to train and mentor police to investigate crimes and make arrests according to law and with a respect for legal rights. The rule of law also demands fair trials with competent judges, prosecutors and defence lawyers. And while we help to improve policing and courts, we are also helping Afghans to raise standards in prison administration and infrastructure in Kandahar. Each dimension of the rule of law must reinforce the others.

In Kabul, for instance, the Canadian Governance Support Office assigned a police advisor to the Ministry of the Interior, which is responsible for the ANP. The advisor is working to help improve rule-of-law and anti-corruption capacity within the Ministry.

In Kandahar, more than 230 ANP members completed training in the U.S.-led Focused District Development program, and are now being mentored by a growing contingent of Canadian police with Canadian military support. (There were 25 civilian Canadian police officers in Kandahar at the end of the quarter.) This mentoring was complemented by construction of four new ANP facilities and upgrades to 10 ANP facilities in the province, including substations, checkpoints and headquarters.

A pilot literacy program for the ANP, launched in January with Canadian funding, achieved quick success and the project is to be replicated in other key districts. By the end of the project, 250 ANP officers in Kandahar are expected to be trained to basic reading levels. And in Kabul, Canada became a full member of the International Police Coordination Board—which is strengthening international cooperation, in partnership with Afghan authorities, for training, equipping and otherwise improving ANP performance.

At Kandahar City’s Sarpoza prison, trainer-mentors from Correctional Service Canada were developing a program for mid-level managers in administrative and resource management. Among other things, this will help ensure that infrastructure and operational improvements at the prison, already supported by Canada, are maintained for the long term by Afghans themselves. These and other Canadian activities in the correctional sector help bring prisons and detention facilities in Kandahar closer to international standards, to help ensure that detainees—including those transferred to Afghan authorities by the Canadian Forces—are treated properly.

In a facility where many of the staff can scarcely read or write, literacy training is proving crucial. As one guard put it, “By attending the literacy classes I have improved my ability to read and can now read the prison operations manual, which allows me to do my job better.”

In Kandahar—where ANP and corrections officers have been poorly paid, vulnerable to corruption and often targeted for attack by insurgents—improving policing and prisons is a pressing necessity. But strengthening the rule of law calls for more comprehensive measures to support those reforms.

For example, there have been only eight judges presiding over the province’s courts, serving a population of about one million. Judicial salaries have been grossly inadequate, one reason Kandahar has not attracted enough judges. The shortage of judges leads to long delays in cases, while insurgent violence discourages judges from travelling to outlying districts. Prosecutors are similarly ill-paid and threatened by the insurgency. Many are also untrained; of 22 prosecutors in Kandahar, few have law degrees.

With capacity so weak throughout Afghanistan, justice is too often delayed and denied. The UN Office of the High Commissioner for Human Rights (OHCHR) reports that Afghanistan continues to suffer from a pervasive culture of impunity, in which corruption or abuses go unpunished. It reports continuing illegal and arbitrary detention; confessions forced through ill-

treatment and torture; and frequent accounts of arbitrary denial of justice in disputes over housing, land and property rights. The OHCHR says women especially lack access to redress mechanisms when their rights are violated.

Afghan authorities, in Kandahar particularly, have taken steps to correct these deficiencies, and Canada has been assisting in these urgent reforms. Prison conditions in Kandahar, for example, are rated among the best in Afghanistan.

During the quarter, Canada announced a contribution of more than \$21 million to strengthen Afghan rule of law. Of that, \$20 million will be provided to the United Nations Development Programme's Law and Order Trust Fund for Afghanistan, the main instrument for paying ANP and corrections salaries. (Some \$19 million of the \$20 million will be directed to police salaries—enough to pay 3,000 salaries for two years; the remaining \$1 million will support salaries for corrections officers.) Another \$1.3 million from the contribution will go to the Human Rights Support Unit of the Ministry of Justice. A further \$350,000 will go toward reconstruction following the February 11 insurgent attacks against the Ministry of Justice and Central Prison Department in Kabul.

In support of justice infrastructure in Kandahar, Canada initiated projects to provide equipment and improvements to the Attorney General's Office and the ANP Prosecutor's Office, and delivered equipment to the Land Registry Office. As well, 67 justice officials in Kandahar completed a 21-day criminal law workshop arranged by the United Nations Office on Drugs and Crime. Training focused on roles and responsibilities of prosecutors, judges, lawyers, police and corrections officials, with the aim of enhancing respect for due process. A second course prepared 21 of these officials to become trainers themselves.

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

The delivery of basic services to citizens is a critical performance test for any government. In Afghanistan, improving service delivery is essential to building public confidence in Afghan governance and to accelerating economic development. It is also a necessary element in any long-run resolution of the insurgency.

Canadian Objective for 2011: By 2011, we expect that 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.

One of Canada's signature projects in Kandahar is the building, expansion or repair of 50 schools in key districts by 2011. In this quarter, two more schools were completed; a total of five have been completed since this project began last year. Another 25 schools were under construction during the quarter. Vocational and literacy training courses are also part of this Canadian priority. In January, about 11,000 Kandaharis (including almost 9,000 women) completed a 10-month literacy course. In February, 470 adults completed vocational training that included courses in tailoring, carpet weaving, carpentry, plumbing, knitting and marble work; trainees received toolkits on graduation.

In Kabul, an Education Development Board has been established in cooperation with the Afghan government. Co-chaired by Canada, the Board has a mandate to improve coordination between Afghanistan's Ministry of Education, the international donor community and Afghan non-governmental organizations, and to advise the Ministry. Canada is providing \$500,000 for the Board's start-up costs and staffing.

Important progress was recorded on another of Canada's signature projects, the rehabilitation of the Dahla Dam and its irrigation system. A new bridge, needed to carry dam-building machinery, was completed and opened to traffic. A new road for the project neared completion. In February, professionals from the Canadian firms leading the project, SNC-Lavalin and Hydrosult, conducted an inception mission to map out work at the site, prepare a security plan and consult government officials and community leaders in Kabul and Kandahar. This marked a significant step forward on a major development undertaking. The \$50 million project is expected to create up to 10,000 seasonal jobs throughout the local economy.

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

For Afghanistan's most vulnerable people, humanitarian conditions remained very serious during the quarter and in some respects grew worse. As a result of persisting high food prices and drought in the north and northwest of the country, fully a third of all Afghans are considered "chronically food insecure." Malnutrition, particularly among women and children, is widespread. Adding to the difficulties, more than 90,000 Afghans were deported from Iran during the quarter—twice as many as in the same period last year. There was also continuing aid to Pakistanis in Afghanistan who have fled disorder in their own country. Across Afghanistan, including Kandahar, violent conflict prevented aid workers from reaching some of the communities most in need. Still, UN agencies with others in Afghanistan have strengthened their capacity to organize and deliver humanitarian assistance in the face of these impediments. Canadian humanitarian aid, augmented by a new \$14 million contribution in the quarter to UN and other experienced organizations, is helping to address the multiple hardships afflicting Afghans.

Canadian Objective for 2011: Humanitarian assistance will continue to be accessible to Afghan refugees, and to returnees and internally displaced persons in Kandahar and nationwide.

The third of Canada's signature projects—the eradication of polio throughout Afghanistan this year—continued in the quarter with 400,000 Kandahar children targeted for vaccination in two World Health Organization campaigns. Of these 400,000, about 375,000 children were reached in January and 350,000 in March. (Depending on several factors, including a child's health, immunization may require more than one vaccination.) Five new polio cases were reported in southern Afghanistan during the quarter, three of them in Kandahar. Northern and northwestern parts of Afghanistan are judged to be free of polio, but the virus still circulates in southern provinces.

Insecurity, especially in the south, continued to impede eradication efforts as some areas remained or became inaccessible to vaccination teams. A second source of concern is the dramatically rising number of polio cases in neighbouring Pakistan. Canada and our partners in the polio eradication program, including the World Health Organization and UNICEF, are vigorously engaging Afghan government and military officials and ISAF commanders, along with community and tribal leaders and others, to negotiate safe passage for polio vaccinators into insecure areas. Partners have also set up immunization stations at nine border crossings, and immunization campaigns have been coordinated between Afghanistan and Pakistan. CIDA—the Canadian International Development Agency—is helping to fund these border vaccination posts.

Among other Canadian-supported activities, mine clearance and mine-risk education continued in many parts of Kandahar. Mine clearance contributes directly to Afghan development: as a result of demining along electricity transmission corridors from Uzbekistan, power supply to Kabul increased significantly during the quarter.

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

Improving security, governance and development prospects in Kandahar requires a more orderly and peaceful management of the border with Pakistan. Better relations between Afghanistan and Pakistan can yield more effective collaboration to promote legal trade, migration and shared development, and to block cross-border flows of insurgents, weapons and narcotics.

Canadian Objective for 2011: By 2011, we expect that Afghan institutions, in cooperation with Pakistan, will exercise stronger capacity to manage the border and foster economic development in the border area.

Notwithstanding some promising signs, relations between Afghanistan and Pakistan remained fragile through this quarter. Security in Pakistan's Baluchistan province, across the border from Kandahar, worsened, making it impossible for Canadian high commission staff in Pakistan to travel to the area. In the district of Swat, in northwestern Pakistan, the arrangement reached between insurgents and government authorities raised concerns that Swat might become an interior safe haven for Afghan and Pakistani Taliban forces destabilizing the region.

Even so, some progress was achieved in advancing the Canadian objective for 2011. Canadian officials facilitated a meeting of senior Afghan and Pakistani officials in Dubai, where the two delegations adopted an action plan specifying steps and timelines for practical cooperation on mutual border concerns. They also agreed to set up joint working groups to improve cooperation on customs, migration, narcotics and law enforcement. At the request of Afghanistan and Pakistan, Canada has committed to continue facilitating this process.

To enhance border management in Kandahar, a major feasibility study for a modern border facility at Weish, in the district of Spin Boldak, reached completion; cost sharing for the construction project was under discussion with U.S. officials. Meanwhile, the RCMP, Canada Border Services Agency and Department of Foreign Affairs and International Trade assessed the border-management training needs of Afghan officials. The commander of the Canadian Task

Force in Afghanistan led a “border flag” meeting, bringing together Afghan and Pakistani military officers on the border.

Significant new deployments of U.S. forces in Afghanistan have already begun in Spin Boldak. Canada is working actively with the United States to align Canadian and U.S. border programming for best results.

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

A just and reliable rule of law in Afghanistan will draw its strength from stronger practices of democratic governance—lawmaking that is open and representative, administration that is productive and accountable, and elections that citizens accept as credible and legitimate.

Canadian Objective for 2011: By 2011, we expect 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, and in carrying out democratic elections.

Afghans undertook a demanding democratic exercise during the quarter by completing an updated voter registry for presidential and provincial council elections to be held on August 20 this year. This is only the second cycle of Afghan elections since the fall of the Taliban regime in 2001, and it is the first time the process is being led by Afghans themselves, with international support from partners including Canada. Preliminary data from Afghanistan’s Independent Election Commission show that more than 4.4 million Afghans (38 percent of them women) have been added to the registry. This total includes more than 300,000 in Kandahar. If confirmed, these figures would greatly surpass Canada’s benchmark target of adding at least two million voters to the 12.6 million already on the national registry from the 2005 elections. (Some overlap might have occurred due to double-counting voters already registered, and there have been allegations of fraud and other irregularities in registrations.) The ANSF in Kandahar, supported by the Canadian Forces, played a leading security role throughout the registration process, showing a capacity they could not have displayed a year ago.

Canada has committed up to \$35 million to support the conduct of Afghan elections through to 2011, including parliamentary and district council elections scheduled for 2010. Most of the Canadian support will be channelled through the United Nations Development Programme, which is coordinating international electoral assistance in Afghanistan. In addition, Canadian civilians and soldiers have been active in Kandahar promoting electoral participation and mentoring the ANSF to maintain voter safety and polling-station security.

Among other governance contributions, Canada has added four new advisors to the Canadian Governance Support Office in Kabul, bringing the total current complement to seven. These advisors are working in Afghan government departments and agencies in fields such as policing services, human rights law, elections operations, education, engineering and financial management. In Kandahar, Canadian support for subnational governance included management training for district governors.

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

Afghans cannot bring the insurgency to an end without political reconciliation—a process that begins to repair social divisions and permits at least some measure of peace, order and good government.

Canadian Objective for 2011: By 2011, we expect that national and provincial Afghan government initiatives will encourage political reconciliation, and receive timely support from Canada.

There was little evidence during the quarter of any significant progress toward a national reconciliation in Afghanistan. Instead, persistent insecurity in much of Afghanistan—and the natural political preoccupations with forthcoming elections—tended to work against any introduction of the complex innovations and compromises that reconciliation would require. In these circumstances, Canada has focused on three dimensions of our reconciliation objective.

First, we have remained fully engaged with key regional players, encouraging governments to continue trying to facilitate contacts between the Afghan government and insurgent groups.

Second, we are supporting efforts, especially in Kandahar, to build confidence and capacity in local communities for future reconciliation attempts.

Third, Canada continued to support the newly opened Afghanistan Government Media and Information Centre in Kabul, enabling the Afghan government to communicate better with Afghans about reconciliation and other issues.

Ultimately, reconciliation will require Afghan leaders themselves to formulate a national reconciliation strategy, and to put in place a national agency to lead the execution of that strategy. While the Independent Directorate for Local Governance is increasingly a focus for coordinating local reconciliation efforts, a comprehensive national reconciliation strategy has yet to emerge.

IV. Conclusion

The UN Security Council, in Resolution 1868 of March 23, 2009, reiterated its call on the international community—explicitly including ISAF—“to continue to address the threat to the security and stability of Afghanistan posed by the Taliban,” and by al-Qaeda, illegally armed groups, criminals and those involved in the narcotics trade. This is the international purpose Canada shares with partner countries in Afghanistan, and with the people of Afghanistan.

By focusing our engagement on six specific priorities, linking our civilian and military contributions in strong cooperation, and setting benchmarks for progress, Canadians have improved the probability of practical results in Afghanistan by 2011. This is a difficult mission, in conditions of exceptional danger and uncertainty. But it is a mission that can help improve security, governance and development in Afghanistan—a mission in support of international security.

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 current 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.

Benchmarks

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 and one of the five kandaks are fully capable of planning, executing and sustaining near-autonomous operations.

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.	Four of the five kandaks (and the brigade headquarters) have an effective strength of over 70%. The fifth kandak is currently on leave and, as a result, has a temporary strength of 13%.

Benchmark: *ANA responsible for security in more of the six key districts of Kandahar.*

Progress Indicator	Baseline	2011 Target	Quarterly Result
A progressive increase in the number of key districts in which the ANA is responsible for security, with fewer supporting ISAF troops.	The ANA is responsible for security in one of the six key districts (June 2008).	To have the ANA responsible for security in three of the six key districts.	There are no key districts where the ANA is responsible for security.

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.

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of key districts where the ANA has an approval rating of 85% or more. ¹	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.	The ANA has an approval rating of 85% or more in three of the six key districts.

Benchmark: Increase in the number of key districts of Kandahar province where there is a perceived improvement in 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 perceiving an improvement in security (June 2008).	The majority of Kandaharis in all six of the key districts perceive security as improving.	There are no key districts where the majority of Kandaharis perceive an improvement in security. Recent polling shows no change from the baseline for this indicator.

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). ²	80% of key district ANP forces will have completed FDD training.	237 ANP in the key districts completed FDD training this quarter, bringing the total to approximately 1,151 in the districts of Zhari, Panjwayi, Dand and Kandahar City. This comprises approximately 77% of all ANP for the key districts. The percentage of trained ANP will fluctuate between reporting periods as a result of ongoing changes in Afghan staffing levels and high desertion and casualty rates.

¹ Approval rating is defined as perceived as a professional and capable force.

² The Focused District Development 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 for longer).

<p>Progress Indicator</p> <p>The number of ANP forces in key districts assessed at Capability Milestone 2, i.e., capable of planning, executing and sustaining near-autonomous operations.³</p>	<p>Baseline</p> <p>0% of ANP forces in key districts are capable of planning, executing and sustaining near-autonomous operations (August 2008).</p>	<p>2011 Target</p> <p>80% of ANP forces in key districts are capable of planning, executing and sustaining near-autonomous operations.</p>	<p>Quarterly Result</p> <p>One of 17 police units is assessed at Capability Milestone 2, which represents 6% of existing forces in key districts.</p>
<p>Progress Indicator</p> <p>The number of ANP infrastructure and equipment projects completed in Kandahar.</p>	<p>Baseline</p> <p>Five permanent substations have been constructed and equipped in key districts (August 2008).</p>	<p>2011 Target</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.</p> <p>All 15 new facilities built by Canada in Kandahar province are provided with basic equipment required to run a functioning police unit.</p>	<p>Quarterly Result</p> <p>Four new infrastructure projects were completed this quarter. Ten ANP facilities, including six checkpoints and four police substations, were upgraded this quarter for a total of 11 ANP facility upgrades.</p>

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

<p>Progress Indicator</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>Baseline</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>2011 Target</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>Quarterly Result</p> <p>Three infrastructure projects, including a women’s unit upgrade, were completed in Sarpoza prison this quarter, bringing the total number of infrastructure projects completed to 11. One equipment purchase, including staff equipment, was delivered to Sarpoza prison this quarter, for a total of seven equipment purchases completed.</p>
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³ FDD is assessed by Capability Milestones. Capability Milestone 2 is defined as “the police unit, staff function or installation can conduct basic law and order operations, management or leadership tasks (appropriate to local circumstances) with occasional assistance from an international advisor or police mentor team.”

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.	10 corrections officers completed initial corrections officer training (Phase I) this quarter, for a total of 95 corrections officers trained (100% based on current staffing levels). 52 officers commenced advanced level training (Phase II) (60% based on current staffing levels). The percentage of corrections officers trained will fluctuate between reporting periods as a result of ongoing changes in Afghan staffing levels.

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 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.	Two 21-day workshops on criminal law and procedures were completed this quarter.
The number of justice sector infrastructure and equipment projects completed in Kandahar.	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.	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.	One equipment project, in support of the Land Registry Office, was completed this quarter. Two infrastructure projects, including support to the Attorney General's Office and structural upgrades to the ANP Prosecutor's Office, also commenced this quarter. A subsequent project to upgrade security for the High Court is in the approvals stage.

Progress Indicator	Baseline	2011 Target	Quarterly Result
Improved Ministry of Justice capacity to draft, revise, translate and promulgate laws passed by the Afghan government.	The 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.	A Canadian technical advisor has been deployed and commenced work in the Ministry of Justice.

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.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
Number of jobs created by the Dahla Dam project.	Project plan is in development and will be finalized in the fall of 2008.	10,000 seasonal jobs created by the project.	No additional jobs were created this quarter.
Number of hectares of land benefiting from improved irrigation and water management.	20,000 hectares of land currently have access to irrigation (of varying degree and quality) via the Dahla Dam and its irrigation system.	30,000 hectares in total benefiting from improved irrigation and water management.	Progress against this indicator will not be realized or reported until the project advances to the irrigation phase.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
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.	In this quarter, two schools were completed in the key districts of Kandahar, bringing the total rehabilitated to five. Construction began on an additional three schools in the key districts, bringing the total to 25 currently under construction.

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

<p>Progress Indicator Number of teachers trained in Kandahar.</p>	<p>Baseline No teachers trained as yet through Canadian programming (June 2008).</p>	<p>2011 Target 3,000 trained teachers.</p>	<p>Quarterly Result A Canadian-supported teacher training program that focuses on pre-service and in-service teacher training was initiated and will begin rolling out in fall 2009.</p>
<p>Progress Indicator Number of people receiving literacy training, vocational education and skills development.</p>	<p>Baseline More than 5,000 individuals have received literacy training. Some 735 individuals have received vocational training (2007).</p>	<p>2011 Target 20,000 additional individuals to receive literacy training 1,070 additional individuals to receive vocational training.</p>	<p>Quarterly Result 10,949 adults (8,984 women) completed a 10-month literacy program, and 470 adults completed a 10-month vocational training program during the quarter. New courses in both areas are being established.</p>

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

<p>Progress Indicator Percentage of communities in key districts that have completed infrastructure projects undertaken by the locally elected bodies.</p>	<p>Baseline 60% of communities in key districts have completed infrastructure projects (December 2007).</p>	<p>2011 Target 75% of communities in key districts have completed infrastructure projects.</p>	<p>Quarterly Result 65% of identified communities in key districts now have completed projects. Over the last quarter, 35 additional infrastructure projects including irrigation canals, power line supply and protection walls were completed in key districts.</p>
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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.	The percentage of Kandaharis reporting satisfaction with the delivery of services has dropped slightly: 70% of Kandaharis polled are satisfied with the Afghan government's efforts to improve quality of life in their communities; 60% are satisfied with the provision of education; 29% are satisfied with employment in their communities.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of business enterprises and cooperatives established 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.	As of March, there were 226 cooperatives in Kandahar, 171 of which are in the key districts. This quarter, Canada convened a roundtable in Kandahar with local businesspeople to explore business opportunities.
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.	In January, 30 new loans were provided, bringing the total to 322 to date.

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 timeframes. 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.

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

<p>Progress Indicator The number of immunizations delivered and children receiving the polio vaccine during each of the multiple national campaigns conducted annually—multiple vaccinations are required to stop transmission of polio.</p>	<p>Baseline In 2007, approximately 27.7 million vaccinations were administered to 7 million children during four national campaigns (2007).</p>	<p>2011 Target Eradication by vaccination by 2009.</p>	<p>Quarterly Result There were two national campaigns during the reporting period. Of the 400,000 children targeted in each campaign for Kandahar, approximately 375,000 and 350,000 children were reached in January and March, respectively. Polio is now confined mostly to the southern part of the country.</p>
<p>Progress Indicator The number of polio cases reported.</p>	<p>Baseline 17 cases reported nationally (2007).</p>	<p>2011 Target Eradication by 2009.</p>	<p>Quarterly Result The total number of new cases recorded for 2009 is five, while the total number of polio cases for 2008 remains 31. All of these cases are in the southern region, including Kandahar.</p>

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

<p>Progress Indicator</p> <p>The capacity of the Afghanistan National Disaster Management Committee (ANDMC) and Provincial Disaster Management Committee (PDMC) in Kandahar to put in place effective disaster preparedness plans.</p>	<p>Baseline</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>2011 Target</p> <p>By 2011, PDMC in Kandahar will have developed comprehensive strategies and coordination mechanisms for responding to disasters.</p>	<p>Quarterly Result</p> <p>Canadian-funded training on disaster response was provided in Kandahar to 40 southern region government officials, including the PDMC in Kandahar. The Afghan government’s response to flooding in the southern region was recognized by the UN as improved compared with previous disasters as a result of this training.</p> <p>Over 3,000 vulnerable Kuchi families in Kandahar, whose livelihoods have been disrupted by conflict and drought, were supplied with needed food and non-food items over the winter months.</p>
<p>Progress Indicator</p> <p>The access that vulnerable populations— women, children, disabled persons, returnees and internally displaced persons — have to essential quality health services.</p>	<p>Baseline</p> <p>111 healthcare staff have received training (June 2008).</p>	<p>2011 Target</p> <p>Increase in the number of health workers available for Kandahar.</p>	<p>Quarterly Result</p> <p>Canadian-supported training of health care workers in Kandahar was undertaken during the quarter on a range of topics, including maternal and newborn health. In total, 13 courses were provided to 267 Kandahar health care workers. Supplies have been provided and equipment installed for the maternal waiting home of the Mirwais Hospital, and staff hiring is almost complete.</p>

<p>Progress Indicator</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>Baseline</p> <p>From March 2007 to March 2008, 180 square kilometres of land were released and made available nationally.</p>	<p>2011 Target</p> <p>A cumulative total of 500 square kilometres of land released and made available.</p>	<p>Quarterly Result</p> <p>National numbers are available annually; however, in Kandahar, a total of 0.44 square kilometres was released to communities during January and February as a result of clearance and survey. Demining activities along electricity transmission line routes from Uzbekistan have resulted in a significant increase in power supplied to Kabul since February 2009.</p>
<p>Progress Indicator</p> <p>The number of people receiving mine awareness education in Kandahar.</p>	<p>Baseline</p> <p>From March 2007 to March 2008, 33,500 individuals were provided with mine- awareness education.</p>	<p>2011 Target</p> <p>200,000 individuals provided with mine- awareness education.</p>	<p>Quarterly Result</p> <p>Mine risk education continued throughout Kandahar province, reaching more than 43,000 individuals in January and February. This brings the total number trained to over 56,000 since October.</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 our baselines and targets in future.

Benchmark: Regular discussions on border issues.

<p>Progress Indicator</p> <p>Increased dialogue between Pakistani and Afghan officials through mechanisms including Canadian-sponsored workshops.</p>	<p>Baseline</p> <p>Three Canadian-sponsored workshops have been held to date. Key mechanisms for discussions were suspended by Afghanistan in July 2008 (August 2008).</p>	<p>2011 Target</p> <p>Sustainable mechanisms for regular and substantive discussions across a broad array of issues are in place and operating for senior officials.</p>	<p>Quarterly Result</p> <p>A Canadian-facilitated Afghanistan-Pakistan Cooperation Workshop (Dubai Process) was held in March. The workshop produced an action plan with concrete next steps, timelines and lead departments. The Afghan and Pakistani delegations also agreed to hold joint working group meetings to further progress cooperation on customs, the movement of people, law enforcement and counter-narcotics.</p>
<p>Progress Indicator</p> <p>Increased cooperation at Kandahar-Baluchistan border.</p>	<p>Baseline</p> <p>Regular Canadian-facilitated discussions at Kandahar-Baluchistan border are continuing.</p>	<p>2011 Target</p> <p>Mechanisms at border in place for regular and substantive discussions across a broad array of issues.</p>	<p>Quarterly Result</p> <p>Canadian-facilitated discussions between Afghan and Pakistani military officials stationed at the Kandahar-Baluchistan border (Border Flag meeting) took place in February. The discussions resulted in agreement that senior commanders from Task Force Kandahar, the Afghan Border Police and Pakistani Frontier Corps would communicate weekly.</p>

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

Progress Indicator Training completed by border officials.	Baseline No training provided to date (August 2008).	2011 Target 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. A target for the number of officials to be trained will be set in September 2009, in consultation with international partners and Afghan Customs.	Quarterly Result An RCMP/CBSA training needs assessment took place in January 2009. A work plan is now being developed to address identified needs. The Civilian Police Deployment Strategy identified two positions as strategic border positions, and processes are underway to actively identify potential candidates.
Progress Indicator Key infrastructure projects completed, including procurement of equipment.	Baseline Assessment of infrastructure needs not yet complete, some equipment purchases underway (August 2008).	2011 Target Construction completed of a Joint District Coordination Centre 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.	Quarterly Result A feasibility study for construction of a new border crossing facility in Kandahar (Weish) was completed in March 2009. Associated discussions and planning with the Afghanistan Customs Department and U.S. partners are underway.

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 intends to hold two elections before 2011: a presidential election and provincial council elections in 2009, and the election of parliament and district councils 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.

Benchmark: Key ministries in Afghanistan able to plan, resource, manage and maintain the delivery of services including at the sub-national level.

Progress Indicator Effective planning and budgeting mechanisms in place.	Baseline The difference between planned and actual government spending is 9.7% (April 2008).	2011 Target The difference between planned and actual government spending should be less than or equal to 5%.	Quarterly Result As of January 22, the Afghan government was on track to meeting the target, having spent 75% of its planned core operating budget for the fiscal year ending March 31, 2009. However, it had spent only 33% of its planned core development budget for the same fiscal year. Reasons include a lack of “absorption capacity,” resulting in part from deficiencies in project implementation and management skills on the part of Afghan government officials.
Progress Indicator Better government monitoring and reporting mechanisms in place to ensure transparency.	Baseline Comprehensiveness of budget execution and financial reports, frequency and public access to them (PEFA rating): 3 (April 2008).	2011 Target Comprehensiveness of budget execution and financial reports, frequency and public access to them (PEFA rating): 3+.	Quarterly Result PEFA results are produced only every two years; however, budget monitoring and reporting processes are being continuously strengthened. This quarter, the budget department of the Ministry of Finance began monitoring budget expenditure performance on a weekly basis.

Benchmark: Afghanistan's ability to manage upcoming elections.

Progress Indicator The establishment of a national voter registry.	Baseline Pilot voter registration process carried out in three selected provinces (April 2008).	2011 Target Update of registry completed in a four-phased approach, in advance of 2009 presidential elections: - 14 provinces registered in phase I; - 10 additional provinces registered in phase II; - 6 additional provinces registered in phase III; and - 4 additional provinces including Kandahar registered in phase IV.* * The target has been updated as the Government of Afghanistan's plan for voter registration was finalized.	Quarterly Result The main registration phases were completed as planned in February, including an update of the registry in Kandahar during phase IV (January-February). Registration remains open in provincial capitals until the August elections.
Progress Indicator The number of registered voters nationally.	Baseline Approximately 12.6 million voters in the existing registry (2005).	2011 Target 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.	Quarterly Result Interim reporting indicates that over 4.4 million eligible voters were registered during the update of the voter registry, including 1.2 million voters during the quarter. Some registrations may duplicate those in the existing registry.
Progress Indicator The percentage of voter turnout.	Baseline 70% of registered voters participated in the last presidential elections; 51.5% of registered voters participated in the last parliamentary and provincial council elections.	2011 Target 70% turnout for men; 40% turnout for women. These targets are consistent with figures currently being used by the United Nations Development Programme (UNDP) ELECT project.	Quarterly Result Results will be reported following the elections.

Progress Indicator	Baseline	2011 Target	Quarterly Result
The establishment of an independent electoral complaints commission.	An independent electoral complaints commission does not currently exist (August 2008).	Establishment of an independent electoral complaints commission.	The Electoral Complaints Commission (ECC) is being established through the UNDP ELECT program, supported in part by Canada, and is expected to be operating in the second quarter of 2009.

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.

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 reconciliation process forward.	The Independent Directorate for Local Governance's emerging role as a focal point for reconciliation efforts across Afghanistan has not yet evolved into a fully developed national reconciliation strategy. The disarmament of illegally armed groups is emerging as a possible interim platform for immediate delivery of reconciliation at the local level.

Progress Indicator

The Afghan government is better able to communicate with Afghans about reconciliation.

Baseline

The Government of Afghanistan's ability to share information about its programs, policies and objectives in a timely manner is limited (August 2008).

2011 Target

The Government of Afghanistan is actively sharing information, at the national, provincial and district levels, regarding its programs, policies and objectives for reconciliation.

Quarterly Result

Although not running at full capacity, the part Canadian-funded Afghanistan Government Media and Information Centre (GMIC) is increasing its operations and staging government press events roughly four times a month. GMIC events have received extensive media coverage across Afghanistan and illustrate that the organization has greater capacity to deliver messaging on reconciliation.