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# CANADA'S ENGAGEMENT IN AFGHANISTAN

JUNE 2009



Canada

CANADA'S ENGAGEMENT IN  
**AFGHANISTAN**

JUNE 2009



*Report to Parliament*

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Cover photo: Students and teacher at a local Kandahar school

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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 fifth quarterly report on Canada's engagement in Afghanistan. This report addresses the period April 1 to June 30, 2009.

Our report for this quarter focuses on the progress achieved during the reporting period, on advancing Canada's six priorities and three signature projects in Afghanistan.

Last year, we introduced benchmarks by which parliamentarians and Canadians can assess progress in each of our six mission priorities. To complement these, and to reflect changing circumstances in Afghanistan, we have introduced some additional benchmarks and progress indicators that are being reported on for the first time, and have refined some existing ones. All additions are noted in the Appendix.

Since the reporting period ended on June 30, 2009, there have been several significant developments in Afghanistan. Additional U.S. soldiers, marines and civilians have arrived in Afghanistan and especially in Kandahar, continuing the trend that began during the quarter. Their presence will bring significant new resources to Kandahar province and allow the Canadian Forces to concentrate their efforts on Kandahar City and its populated approaches.

On August 20, with the support of Canada and the international community, the Afghan people voted in the first Afghan-led democratic presidential and provincial council elections since the fall of the Taliban. The men and women of Afghanistan who exercised their right to vote are a testimony to their determination to build the foundations of their democracy. The elections and the results will be discussed in our next quarterly report.

Since the end of the quarter, anticipated violence in the lead-up to the elections occurred in Kabul and the countryside, including a violent insurgent attack in Kandahar province just days after the elections. We strongly condemned these attacks. At the same time, we commend the Afghan National Security Forces for their role in providing security for voters.

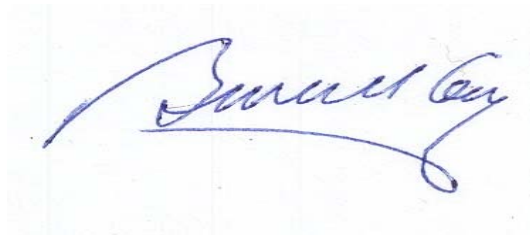
In the face of increased violence, the hard work and resolve of the men and women of the Canadian Armed Forces and all our civilian staff have not wavered. We applaud our soldiers and civilians who serve under extremely difficult conditions in Afghanistan. In particular, and on behalf of all Canadians, we honour the soldiers and their families who made the ultimate sacrifice, as well as the soldiers and civilians who were wounded.

Our next report will cover the period July 1 to September 30, 2009.



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



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



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The Honourable Beverley J. Oda  
Minister of International Cooperation



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The Honourable Lawrence Cannon  
Minister of Foreign Affairs



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The Honourable Peter Van Loan  
Minister of Public Safety



On May 7, Prime Minister Stephen Harper travelled to Kandahar, where he visited with Canadian Forces and civilian personnel. He announced an additional \$2 million in Canadian funding to UNICEF to assist almost 18,000 children in Kandahar.  
Photo: From left to right: General Walt Natynczyk, Chief of the Defence Staff, Prime Minister Stephen Harper and Ron Hoffmann, former Canadian Ambassador to Afghanistan.



The repair of the Dahla Dam and its irrigation system is one of Canada's signature projects. Canada is investing \$50 million over three years for this project.  
Photo: The Dahla Dam.

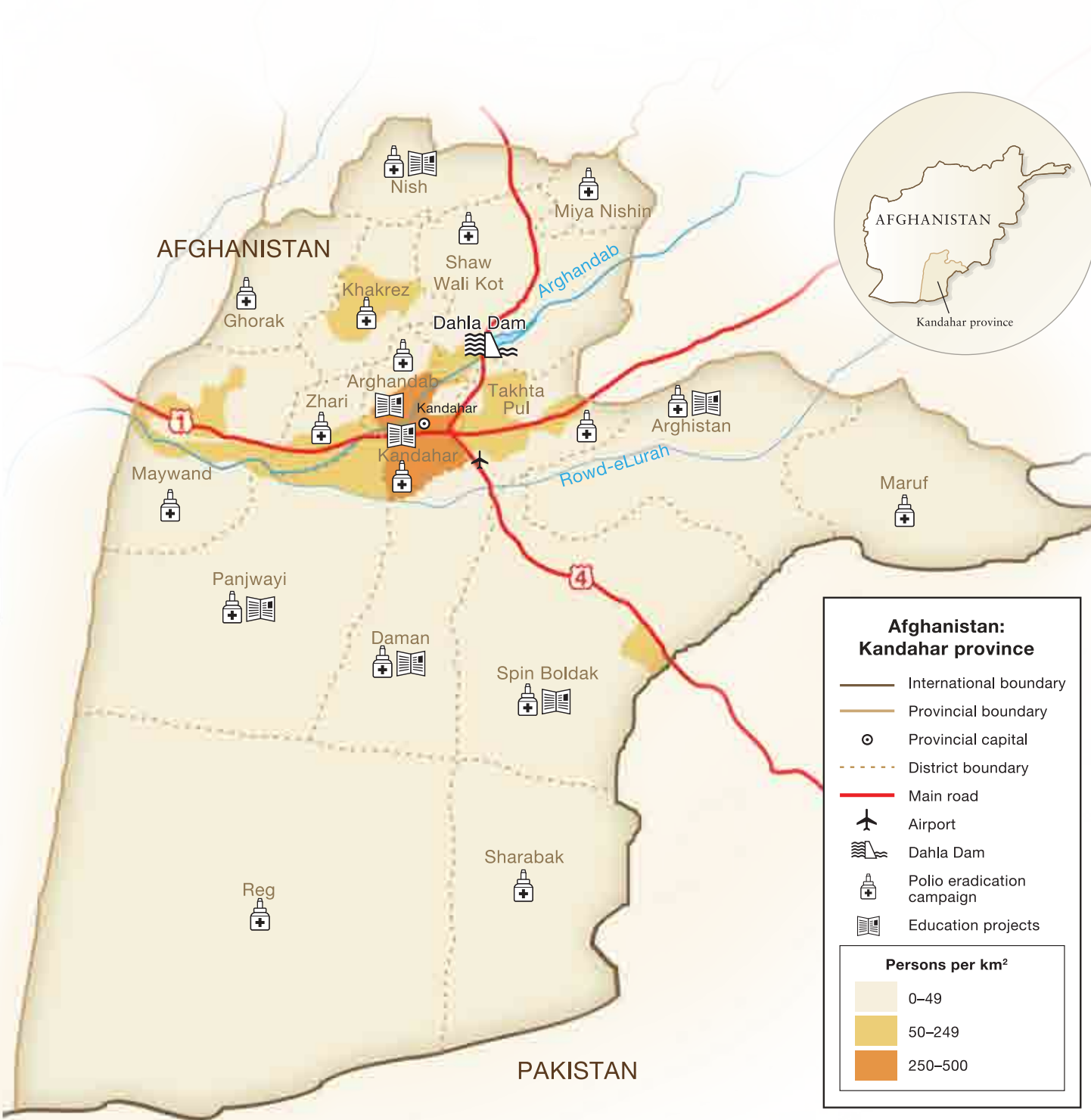


Canada is investing up to \$60 million over three years toward the eradication of polio in Afghanistan, making Canada the largest international donor in this area.  
Photo: Afghan children being vaccinated in Afghanistan during one of the vaccination campaigns.



Through Canada's education signature project, Canada is investing up to \$12 million over three years to build, expand and repair 50 schools in targeted districts in Kandahar province.  
Photo: One of the Canadian schools being built in Afghanistan.

# Canada's Signature Projects in Kandahar



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## Summary

- Canada reinforced key elements of our Afghan engagement during the quarter, and made preparations for large and welcome new deployments of U.S. forces in Kandahar and other Afghan provinces.
- One year after introducing benchmarks, by which Parliament and Canadians can measure results in our six mission priorities, we have made several revisions—refining targets and responding to changing circumstances in Afghanistan.
- Insurgent violence increased during the quarter, and more intense fighting was expected through the summer with an expanding counter-insurgency campaign.
- With the arrival of U.S. army and marine reinforcements, the Canadian Forces concentrated their counter-insurgency operations in Kandahar City and surrounding villages. The objective is to stabilize the provincial capital and nearby villages.
- Trained and mentored by the Canadian Forces, the Afghan National Army in Kandahar continued to demonstrate increasing capacity to plan and conduct operations.
- With Canadian support, the Afghan Ministry of the Interior authorized a major increase in Afghan National Police recruitment, and new positions were allotted to Kandahar province. Canada expanded its program of police training and mentoring.
- Progress was recorded in Canada's three signature projects: school construction continued; rehabilitation of the Dahla Dam and irrigation system advanced through the inception phase; and polio vaccinations continued with about 369,000 children in Kandahar vaccinated in June.
- A Canadian-supported project to clear landmines and other explosives advanced. Training began for 80 locally recruited deminers in Kandahar, and 270,000 square metres of land were cleared in Kandahar.
- Canadian civilians and soldiers in Kandahar and Kabul supported Afghan preparations for the August 20th presidential and provincial council elections. Candidate nominations concluded and formal campaigning began.

## **I. Introduction**

Canada reinforced essential elements of our engagement in Afghanistan during the quarter, preparing for the opportunities and challenges expected in the months to come. Work progressed on Canada's three signature projects—school construction, rehabilitation of the Dahla Dam and its irrigation system, and polio eradication. Canadian soldiers and civilians, in concert with the United States and other partners, laid the groundwork to take best advantage of large and welcome new deployments of U.S. forces in Kandahar and across southern Afghanistan. As well, Canadians supported Afghans as they prepared for critical elections scheduled for August 20 throughout the country. All these actions were undertaken as Canadian soldiers, with Afghan and coalition forces, fought an increasingly aggressive campaign against the insurgency.

Last year, as part of a thoroughgoing transformation of the Canadian Afghan mission, we introduced benchmarks by which Parliament and Canadians can assess progress in each of our six mission priorities. In this quarterly report we include revisions to several of the benchmarks. In some cases these changes add new or more precise targets; in other cases they respond in practical ways to changed circumstances in Afghanistan. We note all the revisions in the following pages, and they are spelled out clearly in the Appendix. In another innovation, we have added fuller reporting in the Appendix on progress to date under each benchmark, to show results since 2008 along with regular quarter-to-quarter outcomes. These progress-to-date results will appear in our reports, once a year.

This quarterly report addresses Canada's engagement in Afghanistan from April 1 to June 30, 2009. The next report will cover the quarter ending September 30.

## **II. The Quarterly Context**

Overall security conditions throughout much of Afghanistan continued to deteriorate during the quarter. In May and June, the frequency of insurgency attacks nationally was higher than in any month since the fall of the Taliban regime in 2001. In some instances, this was a result of action by Afghan and international forces seeking to clear and hold areas previously controlled by insurgents.

Kandahar province, where Canada's efforts are concentrated, experienced a steep increase in the number of enemy-initiated attacks against soldiers, civilians and facilities during the quarter. This followed the yearly trend that usually sees the fighting season start with the end of the poppy harvest, which occurred this year in May. But the frequency of security events in Kandahar was exceptionally high. The number of incidents involving improvised explosive devices (IEDs)—one important measure of insurgent activity—was 108 percent higher than in the same three months of 2008.

Insurgents launched two prominent suicide attacks in April, first against the Kandahar Provincial Council compound and later against the Governor's Palace. Afghan forces responded quickly to the attacks, and neither the Governor nor Councillors were among the casualties. But these and other attacks (including the assassination of a female member of the Provincial Council) served

to intimidate officials and political leaders; after the bombing of the council property, most council members left the province for several weeks before returning.

The Canadian Forces conducted continuing counter-insurgency operations in the quarter with Afghan and allied forces. At the same time, the Canadian Forces and civilians prepared for the incoming deployments of additional U.S. soldiers and marines, and an expanded U.S. civilian contingent of development specialists in southern Afghanistan. The scale of these reinforcements is dramatic: the number of U.S. forces attached to the International Security Assistance Force (ISAF) in the southern provinces began to rise from about 5,900 at the start of the quarter to about 20,000 due by the end of the summer. In Kandahar specifically, U.S. deployments started during the quarter and were expected to accelerate in July.

The influx of U.S. military and civilian personnel had two important implications for Canada. First, it enabled the Canadian Forces (numbering about 2,800 in Kandahar) to concentrate their counter-insurgency operations, and training and mentoring of Afghan forces, in Kandahar City and its populated approaches. The objective is to stabilize security in the provincial capital and nearby villages—an area that is home to more than 75 percent of Kandaharis—providing more safety to residents, and enabling Canadian development and governance activities to advance more quickly. The Canadian Forces therefore shifted focus from disrupting the insurgency in the countryside to protecting the population of Kandahar City and surrounding villages. As part of a new village-based counter-insurgency approach, the Canadian Forces, with Afghan forces, cleared insurgent influence from the village of Deh-e-Bagh on the outskirts of Kandahar City. Employing about 150 villagers at any one time, the project included installing solar-powered streetlights, building roads and digging irrigation canals. And critically, continuous security in and around the village is now maintained by the Afghan National Army (ANA) and the Afghan National Police (ANP)—Afghans protecting their own people, and creating the safe space for development and governance to grow. The stabilization operation, still underway, has attracted interest from coalition partners and neighbouring villages.

The second implication of these large U.S. deployments was the likelihood of more intense fighting through the summer. ISAF commanders expected that increasing ISAF troop densities, and steadily rising numbers deployed by the Afghan National Army, would lead to more violence as ISAF and Afghan forces extended their presence. This seemed all the more probable as political campaigning gathered momentum in advance of presidential and provincial council elections in August. Indeed, countering the insurgent threat to credible, inclusive and secure elections was one of the reasons behind the U.S. deployments this year. Canada has supported Afghan preparations and planning to secure the electoral process.

The Canadian Forces (almost all based in Kandahar, with the rest in Kabul) are fighting the insurgency as part of ISAF, the 42-country coalition authorized by the United Nations Security Council; ISAF is commanded by NATO, the North Atlantic Treaty Organization. At their April summit, NATO allies reaffirmed that Afghanistan remains the alliance's key priority. Leaders agreed to a significant expansion of NATO training and other support for Afghan forces, and temporary additional military deployments to strengthen security during the election period.

The Canadian Forces have led training and mentoring of the Afghan National Army in Kandahar, and work with Canadian civilian police and U.S. partners to support training and mentoring of the Afghan National Police in the province. Under the House of Commons motion of March 13, 2008, the Canadian military presence in Kandahar is to end in 2011.

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

By integrating our civilian and military efforts in Kandahar, and strengthening the Canadian embassy in Kabul, Canada is executing the engagement in Afghanistan for best effect—and for measurable results by 2011. (Canadian civilians serving in Afghanistan during the quarter numbered about 100.). Canada’s overarching objective is to help Afghans rebuild their country as stable, democratic and self-sufficient. While development in the midst of conflict faces countless impediments, Canada’s soldiers and civilians are committed to the implementation of this core objective in order to protect the security not only of Afghanistan, but also of Canada and its allies.

Six specific priorities define the Canadian engagement: 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 capacity for democratic governance; and facilitate Afghan-led political reconciliation.

Progress in each of these priorities contributes to—and is reinforced by—progress in all the others. With Canadian support, the ANSF’s capacity to provide security in Kandahar has improved significantly. As a result, the ANSF are becoming more able to provide safer spaces for development and for the exercise of better governance. Deeper dialogue between Afghans and Pakistanis can lead to joint management and development along their border. Effective humanitarian action honours a compelling moral duty and creates better conditions for future development, while the provision of basic services can help bolster the relationship between Afghans and their government.

Clear benchmarks allow Parliament and Canadians to gauge whether, and how, progress on our priorities is actually being made. For this report, after almost a year of benchmarking experience, some of these benchmarks and their indicators have been updated with new or expanded performance measures. The changes are identified in this section.

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

The ANSF includes the ANA and the ANP. The Canadian Forces hold lead responsibility for training and mentoring the ANA in Kandahar. Capacity building for the ANP in Kandahar is led jointly by Canadian civilian police and U.S. partners, 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.

The ANA shouldered a considerable and growing share of the Kandahar security burden during the quarter, conducting more than two-thirds of combat operations in the Canadian area of responsibility. In Kandahar City, joint ANSF patrolling and operations have become commonplace, with ANA, ANP and other Afghan officers planning and executing actions. Operations netted significant quantities of explosives and narcotics, along with large numbers of insurgents. The ANA increasingly conducts independent patrols in rural districts.

As the U.S. military presence expands across the province, the Canadian Forces have reoriented their area of responsibility from six key districts back to Kandahar City and its populated approaches. Coincident with this transition, the ANA itself has moved from a district-based system of deployment to a task-based system that deploys forces across districts according to operational priorities. To reflect this change, we have revised one of our ANA-related benchmarks: instead of counting the key districts where the ANA is responsible for security, we now track the percentages of security operations executed or led by the ANA within the redefined Canadian area of responsibility.

*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.

Canada pursues a comprehensive approach to rule-of-law reform, helping to build capacity in the Ministry of the Interior, the ANP, and the corrections and court systems. Progress was achieved in each of these sectors.

With Canadian support and advocacy, the Afghan Ministry of the Interior authorized a marked increase in ANP recruiting; as a consequence, more police were expected in Kandahar before the August elections. To support the increase, Canada announced a new contribution of \$12 million to help pay police salaries in Kandahar through the Law and Order Trust Fund for Afghanistan, administered by the United Nations Development Programme. The number of civilian Canadian police officers deployed with the ANP and the Ministry of the Interior rose by 12 during the quarter, to 41.

Also during the quarter, the Canadian-led Provincial Reconstruction Team training centre in Kandahar was certified by the Ministry of the Interior as an ANP training facility. This will allow Canadian police to provide advanced training to ANP officers, complementing basic training given through the U.S.-led Focused District Development program.

One year after the June 2008 insurgent attack on Kandahar City's Sarpoza prison and the escape of several hundred Taliban prisoners, significant progress has been achieved in reinforcing prison security, rebuilding walls and other infrastructure, and improving prison administration. Half of Sarpoza's officers have completed the final phase of their training, and all 18 prison managers have completed management training.

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

To improve lives and build a better future for Afghans—and to address the discontent exploited by insurgents—Afghan institutions must improve capacities for delivering basic services.

*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.

Insurgent action, including personal intimidation and physical destruction of schools, continued to keep many Kandahar schools closed. In fact, Afghan authorities reported that 180 of 364 schools in the province were not open during the quarter, in large part because of security concerns. (Schools closed for the summer from June 5 to September 4.)

The work of building, expanding or repairing 50 schools in key districts by 2011—a Canadian signature project—continued. No new schools were completed in this quarter, but 28 were under construction. Altogether, five schools have been completed since the project began in 2008.

Progress was also achieved in other areas of education: literacy training for Afghan National Police; vocational training; and approval of a \$1.5-million skills-for-employment project at the Kandahar Technical School, an initiative to develop market-relevant skills among young men and women.

Canadian Signature Project: Building schools

*The community is benefiting, as now the school can enrol more students from the nearby area, especially female students. For the future of the community, the children are now having a better environment for their studies.*

~ Principal Haji Jan Mohammad ~

Rehabilitation of the Dahla Dam and its irrigation system—a second Canadian signature project—advanced through its crucial inception phase. A new bridge was being used regularly by Kandaharis, and a new road to the site was partially completed. A project inception report and security inception report were prepared—necessary preliminaries to detailed engineering work and security arrangements to follow. Experts in irrigation, hydrology, agriculture and governance have been assembled from across Canada for wide-ranging consultations in support of this \$50-million project.

To track progress on the Dahla project more precisely, our benchmark has been supplemented with a new indicator and target. The new indicator will require quarterly reporting on all current rehabilitation activities as work proceeds, and the new target calls for completion of each activity according to the project plan. Similarly, our economic opportunities benchmark will now record the number of enterprises and cooperatives operating in key districts; this is a better measure of economic activity than numbers of newly established enterprises and co-ops.

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

Vulnerable Afghans suffered the effects of intensified and spreading conflict, and were furthermore afflicted by natural disasters. Three earthquakes struck eastern Afghanistan in the quarter; one of them killed 21 people and left more than 600 families homeless. Serious flooding in May across northern, northeastern and western Afghanistan affected more than 22,000 families. Canada supported United Nations and Afghan agencies coordinating and delivering emergency help.

*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.

Canadian Signature Project:  
Eradicating polio

*This was my last vaccination. As I am now almost six years old, the vaccinators have told my mother that I am out of risk.*

~ Mahamad, age 5 ~

Source: Global Polio Eradication Initiative.

Efforts to accomplish the eradication of polio throughout Afghanistan in 2009—the third of Canada’s signature projects—continued during the quarter, although new polio cases were reported. A national campaign in May reached about 7.2 million children across Afghanistan. In Kandahar, 400,000 children were targeted for vaccination in June, and about 369,000 of them (92 percent) were successfully vaccinated. Children were missed mostly because violent insecurity prevented movement of vaccination teams in part of the province. (Immunization of a child nearly always demands more than one vaccination.)

Despite the efforts of Canada and others, eight new polio cases were reported in Afghanistan during the quarter. In the first half of 2009, 13 new cases were reported, including seven in Kandahar.

The persisting insurgency in southern Afghanistan, and an increasing number of cases in neighbouring Pakistan, continued to impede the polio eradication program, which is led by the World Health Organization. With Canadian support, international partners are battling to reduce the danger of cross-border contagion. Some 11 border vaccination checkpoints have been set up to monitor movements between the two countries and administer vaccinations.

In another Canadian-supported activity, 270,000 square metres of land were cleared of landmines and other explosives in Kandahar and released back to the community. Community-based demining in the province was launched with initial training for 80 newly recruited deminers.

More generally in this priority, Canada contributed \$3 million to the UN High Commissioner for Refugees, \$6 million to the World Food Programme and \$4 million to other humanitarian agencies. These funds will support relief for Afghan refugees and internally displaced persons, and pay for food and other aid to vulnerable Afghans.

Three benchmark revisions have been made. First, a new progress indicator has been added to register food aid delivered to Afghans. Second, the indicator for polio vaccinations has been clarified to show more accurately how vaccination numbers are reported. Third, the target for training health workers in Kandahar has been strengthened by specifying the number (500) to be trained by 2011.

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

Progress in Afghanistan, and particularly in Kandahar, will be inescapably influenced by Afghanistan's relations with Pakistan, by conditions along their shared border, and more broadly by relationships throughout the region. Pakistani military offensives during the quarter against the Taliban, in the Swat Valley and other regions of Pakistan were bound to affect the security of both Pakistan and Afghanistan.

*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.

This quarter saw more focused international attention to promoting regional cooperation between Afghanistan and its neighbours. A series of meetings, highlighted by a trilateral Washington summit that brought together the presidents of Afghanistan, Pakistan and the United States, reasserted international interest in suppressing terrorism and advancing governance and development in Afghanistan and Pakistan. Led by Canada, G8 foreign ministers in June renewed the G8's collective commitment to promoting development on both sides of the Afghan-Pakistani border.

Canadian Signature Project: Rehabilitation of the Dahla Dam

*While we work on the dam we have to focus on farmers: to provide them with credit, research, plant protection, organizing them in farmers' groups, invest in some value-added facilities...so that Kandaharis can make more money. Pomegranates and saffron: these are the things that can compete with the poppy because they are very high-value crops.*

~ Asif Rahimi, Agriculture Minister of Afghanistan ~

Canada led a "border flag" meeting of Afghan and Pakistani military officers on the Kandahar border in May, facilitating discussions of border issues and reinforcing further communications between the two countries on security matters. Among other activities, Canada also continued collaboration with the Afghan and U.S. governments on a planned new border facility in the district of Spin Boldak.

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

Government capacity in Afghanistan is chronically weak and undermined by widespread corruption. Democratic development and the provision of public services are vulnerable to the conflict between the insurgency and the counter-insurgency. All these factors accentuate the difficulties—and the urgency—of improving the quality of Afghan institutions and contributing



to the conduct of credible, inclusive and secure elections in which women and men can participate fully.

*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.

Preparations for Afghanistan's August 20th presidential and provincial council elections proceeded during the quarter. The Electoral Complaints Commission (supported by Canada) began functioning in Kabul and establishing its presence in the provinces. The final list of candidates was published in June, and the official campaign period opened on June 16 with 41 presidential candidates and 3,197 provincial council candidates, including 333 women. Canada confirmed funding for several elections-related projects, mostly aimed at promoting civic education, women's participation as candidates and voters, and infrastructure improvements.

Insurgent intimidation of the electorate was expected to increase during the run-up to the elections, especially in southern Afghanistan. Canada worked with the United Nations, ISAF and Afghan authorities to ensure the elections could take place in the safest environment possible.

Canada was also pursuing contributions to longer term governance improvements. Through the Canadian Governance Support Office in Kabul, for example, the Canadian technical advisor deployed to Afghanistan's Ministry of Education was instrumental in launching the first round of a new national teacher competency examination.

Two benchmark changes have been made under our governance priority. The reference in the benchmark itself to "key ministries" has been enlarged to "key Afghan government institutions"—recognizing the roles of non-ministry agencies, such as the Independent Directorate for Local Governance, in Afghan governance. The second revision adds as a progress indicator the introduction by Afghan provinces of their own subnational strategic plans for improving security, governance and development. Our 2011 targets are for all 34 provinces to have completed these strategic plans, and for Kandahar to demonstrate progress implementing its plan.

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

Military operations by themselves cannot end the insurgency in Afghanistan. Peace will require active political reconciliation.

*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.

The onset of the summer fighting season and the concentration of politicians and activists on the August elections discouraged expectations of noteworthy initiatives in reconciliation through this period. Nevertheless, Canada was active in supporting Afghan-led reconciliation efforts. We

continued to work with the Independent Directorate for Local Governance for the Kandahar rollout of the Afghanistan Social Outreach Program, which could become a potential vehicle for local-level reconciliation. In Kabul, Canada maintained support for the Afghanistan Government Media and Information Centre, a valuable instrument of public outreach on reconciliation and other issues. Canada also encouraged discussions among allied countries active in southern Afghanistan on how best to coordinate international support for reconciliation.

## **IV. Conclusion**

This was a productive quarter in our Afghanistan engagement, despite adverse security conditions. Signature projects progressed. The Canadian Forces reoriented operations to better combat the insurgency, and to make the most of opportunities created by new deployments of U.S. forces and development specialists. And we worked with Afghan and international partners, including the United Nations and NATO, to enhance the security and credibility of Afghanistan's summer elections.

We have pursued these and other elements of our Afghan mission with a steady resolve—to contribute to Afghanistan's future as a better governed, more peaceful and more secure country. This is a costly commitment, subject to danger, difficulty and uncertain outcomes. Afghanistan remains a very poor country undergoing complex counter-insurgency warfare. But we have set focused Canadian priorities and organized our military and civilian efforts for measurable results by 2011. With realistic objectives, in a broad international partnership, we are fulfilling Canada's commitment.

# 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.

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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.	<p>The ANA brigade headquarters and one of the five kandaks are fully capable of planning, executing and sustaining near-autonomous operations.</p> <p><i>Progress to date: The ANA has maintained the performance of one kandak and raised the brigade headquarters to the highest capability milestone, and the rest have improved to the second highest capability milestone.</i></p>

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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.	<p>Three of the five kandaks and the ANA brigade headquarters have an effective strength of 70% or higher.</p> <p><i>Progress to date: Although progress over the year has been mixed, the ANA has been able to maintain the effective strength of three kandaks and the brigade headquarters at over 70%.</i></p>

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**\*\* NEW Benchmark: Progressive increase in the security burden shouldered 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> Forty-five percent of total security operations in the Canadian Forces AOR are executed by the ANA (April 2009).	<b>2011 Target</b> Sixty-five percent of total security operations in the Canadian Forces AOR are executed by the ANA.	<b>Quarterly Result</b> Seventy-one percent of total security operations in the Canadian Forces AOR are executed by the ANA.  <i>Progress to date: A progress trend is not yet established.</i>
<b>Progress Indicator</b> The percentage of total security operations in the Canadian Forces AOR that are led by the ANA.	<b>Baseline</b> Forty-five percent of total security operations in the Canadian Forces AOR are led by the ANA (April 2009).	<b>2011 Target</b> Sixty-five percent of total security operations in the Canadian Forces AOR are led by the ANA.	<b>Quarterly Result</b> Sixty-five percent of total security operations in the Canadian Forces AOR are led by the ANA.  <i>Progress to date: A progress trend is not yet established.</i>

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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>1</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> In five of the six key districts, the ANA has an approval rate of 85% or more.  <i>Progress to date: Progress was mixed comparing across quarters, but overall, there has been improvement over the baseline.</i>
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<sup>1</sup> Approval rating for ANA is defined as being perceived as professional and capable force.

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

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
The number of key districts where the majority of Kandaharis perceive security as improving.	In zero of the six key districts, a majority of Kandaharis feel secure or perceive security as improving (June 2008).	The majority of Kandaharis in all six of the key districts feel secure or perceive security as improving.	In one of the six key districts, a majority of Kandaharis feel secure or perceive security as improving.  <i>Progress to date: Overall, there has been an improvement over the baseline.</i>

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

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
The number of ANP trained in Kandahar.	25% of the ANP in key districts have completed Focused District Development (FDD) training (August 2008). <sup>2</sup>	80% of key district ANP forces will have completed Focused District Development (FDD) training.	This quarter, FDD training was completed by 200 ANP in the key districts.  <i>Progress to date: A total of 1,351, or 90% of all ANP at current staffing levels, have completed the eight-week FDD training program. The percentage rate will fluctuate due to fluctuating ANP levels.</i>
The number of ANP forces in key districts assessed at Capability Milestone 2: capable of planning, executing and sustaining near-autonomous operations. <sup>3</sup>	0% of ANP forces in key districts are capable of planning, executing and sustaining near-autonomous operations (August 2008).	80% of ANP forces in key districts are capable of planning, executing and sustaining near-autonomous operations.	One of 17 police units, or 6%, is assessed at Capability Milestone 2.  <i>Progress to date: Insurgent violence and intimidation specifically aimed at ANP members, contributed to the continued difficulty of ANP units to reach Capability Milestone 2.</i>

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<sup>2</sup>Focused District Development (FDD) is a six-phase police reform program that involves retraining, equipping and mentoring district police forces as consolidated units, over six to eight months (but generally lasts longer).

<sup>3</sup>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.”

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
The number of ANP infrastructure and equipment projects completed in Kandahar.	Five permanent substations have been constructed and equipped in key districts (August 2008).	<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>Two new infrastructure projects and upgrades to three police checkpoints were completed this quarter.</p> <p><i>Progress to date: A total of 12 infrastructure projects have been completed.</i></p>

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

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
The number of infrastructure and equipment projects completed in Sarpoza prison and the Afghan National Directorate of Security (NDS) detention centre in Kandahar.	Immediate repairs were made in the wake of the attack on Sarpoza prison. Detailed needs assessments for ongoing infrastructure upgrades at both NDS and Sarpoza have been completed and project plans have been developed in consultation with the Afghan government (August 2008).	<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>Two infrastructure projects were initiated this quarter, including upgrades to the kitchen and administration areas. Two equipment purchases were initiated, including additional security equipment.</p> <p><i>Progress to date: A total of 11 infrastructure projects have been completed at Sarpoza prison, and a total of seven equipment purchases have been delivered.</i></p>

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
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.	<p>22 corrections officers completed basic level training this quarter; 37 corrections officers commenced advanced level training; and 18 senior managers completed an Executive Training Program.</p> <p><i>Progress to date: A total of 75 corrections officers, or 100% of current staffing levels, have completed basic level training, 50% have completed advanced level training and 100% of senior managers have completed management training. The percentage of corrections officers trained will fluctuate as a result of ongoing changes in Afghan staffing levels.</i></p>

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

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
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.	<p>Building on the two 21-day workshops delivered in previous quarters, two training programs are currently in the development stage.</p> <p><i>Progress to date: Two 21-day workshops on criminal law and procedure have been delivered.</i></p>



**Progress Indicator**  
The number of justice sector infrastructure and equipment projects completed in Kandahar.

**Baseline**  
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.

**2011 Target**  
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.

**Quarterly Result**  
Three infrastructure projects in support of Kandahar justice institutions are ongoing. One project upgrade to the security of the Provincial Courthouse and the Attorney General's office was completed. One project to provide equipment to a Kandahar justice institution was completed during the quarter and two additional projects are ongoing.

*Progress to date: A total of four infrastructure projects, including the High Court and Attorney General's office, have begun. Two equipment projects have been completed, and two additional projects are ongoing.*

**Progress Indicator**  
Improved Ministry of Justice capacity to draft, revise, translate and promulgate laws passed by the Afghan government.

**Baseline**  
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).

**2011 Target**  
The Afghan Ministry of Justice's legislative drafting unit achieves improved capacity.

**Quarterly Result**  
A technical advisor was deployed to the Ministry of Justice's legislative drafting unit, and two needs-assessments were performed. Based on these results, initial training sessions were delivered, aimed at helping drafters understand the technical and conceptual aspects of legislative drafting. Additionally, the Canadian Governance Support Office delivered equipment to increase the drafting unit's capacity to undertake its work.

*Progress to date: Capacity building, including training and equipment delivery at the legislative drafting unit has commenced.*

## 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.

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

<p><b>Progress Indicator</b>  <b>NEW:</b> Progress in the rehabilitation of the physical structures of the Dahla Dam and its irrigation components.</p>	<p><b>Baseline</b>  <b>NEW:</b> Access road completed and bridge nearing completion (March 2009).</p>	<p><b>2011 Target</b>  <b>NEW:</b> Completion of all planned rehabilitation activities in accordance with the project plan.</p>	<p><b>Quarterly Result</b>  <b>NEW:</b> The new bridge is completed and being used regularly by Kandaharis.   <i>Progress to date: A progress trend is not yet established.</i></p>
<p><b>Progress Indicator</b>            Number of jobs created by the Dahla Dam project.</p>	<p><b>Baseline</b>            Project plan is in development and will be finalized in the fall of 2008.</p>	<p><b>2011 Target</b>            10,000 seasonal jobs created by the project.</p>	<p><b>Quarterly Result</b>            27 jobs were created this quarter.   <i>Progress to date: A total of 199 jobs have been created to date.</i></p>
<p><b>Progress Indicator</b>            Number of hectares of land benefiting from improved irrigation and water management.</p>	<p><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</p>	<p><b>2011 Target</b>            30,000 hectares in total benefiting from improved irrigation and water management.</p>	<p><b>Quarterly Result</b>            Progress against this indicator will not be realized or reported until the project advances to the irrigation phase.</p>

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

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
Number of school projects (built, expanded or repaired) in key districts.	19 school projects contracted and one school project completed (June 2008).	50 schools built, expanded or repaired.	<p>In this quarter, no new schools were completed in the key districts.</p> <p><i>Progress to date: A total of five schools have been fully completed with an additional 28 schools under construction, eight of which are more than 90% complete.</i></p>

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

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
Number of teachers trained in Kandahar.	No teachers trained as yet through Canadian programming (June 2008).	3,000 trained teachers.	<p>100 teachers have been trained this quarter.</p> <p><i>Progress to date: 100 teachers have been trained through Canadian programming (including community-based teachers).</i></p>
Number of people receiving literacy training, vocational education and skills development.	More than 5,000 individuals have received literacy training. Some 735 individuals have received vocational training (2007).	20,000 additional individuals to receive literacy training 1,070 additional individuals to receive vocational training.	<p><b>Quarterly Result</b></p> <p>Literacy training for 13,299 individuals (9,540 females) is underway. An ANP literacy program was launched in April with 200-250 police officers participating in the training during the reporting period.</p> <p><i>Progress to date: 10,949 individuals (8,984 women) have completed literacy training and 470 adults have received vocational training.</i></p>

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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.	66% of identified communities in key districts now have completed projects. Over the last quarter 22 new infrastructure projects including power line supply, water reservoirs and shallow wells were completed.  <i>Progress to date: A steady increase over the year has resulted in a 6% increase over the baseline.</i>

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

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
Percentage of Kandaharis who perceive an improvement in dependable delivery of services.	75% of Kandaharis polled indicate they are satisfied with efforts of provincial and local-level government to improve quality of life. 64% of Kandaharis polled are somewhat or very satisfied with provision of education. 39% of polled Kandaharis indicated they are satisfied with employment (February 2008).	To maintain and improve on perception of service delivery.	75% of Kandaharis polled are satisfied with the Afghan government's efforts to improve the quality of life in their communities; 44% are satisfied with the provision of education and 25% are satisfied with employment in their communities.  <i>Progress to date: Kandaharis' satisfaction with the provision of education and employment levels in communities has decreased over the past year, indicating a need for greater focus in these sectors. Canada's signature projects are well placed to assist in addressing these issues.</i>

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

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
<b>NEW:</b> 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.	A total of 633 business enterprises are now formally registered in Kandahar. No change has been reported in the number of cooperatives.  <i>Progress to date: A total of 633 business enterprises and 226 cooperatives are formally registered in Kandahar. Challenges sourcing reliable data for this indicator are being addressed.</i>
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.	479 active borrowing clients are now being served in Kandahar.  <i>Progress to date: A total of 479 clients and 580 loans have been disbursed.</i>

**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><b>Progress Indicator</b>  <b>NEW:</b> The number of children receiving the polio vaccine during each of the multiple national campaigns conducted annually—multiple vaccinations are required to stop transmission of polio.</p>	<p><b>Baseline</b>            In 2007, approximately 27.7 million vaccinations were administered to 7 million children during four national campaigns (2007).</p>	<p><b>2011 Target</b>            Eradication by vaccination by 2009.</p>	<p><b>Quarterly Result</b>            There were two subnational and one national campaign during the reporting period. Of the 400,000 children targeted in Kandahar during the sub-national campaign, approximately 369,000, or 92%, were vaccinated. In the national campaign, over 7.2 million children across Afghanistan continue to be immunized. Polio remains confined primarily to the southern part of the country with isolated cases in the east.</p> <p><i>Progress to date: Over 7.2 million children across Afghanistan and 92% of children in Kandahar continue to be immunized. Multiple vaccinations are required to stop transmission of polio.</i></p>
<p><b>Progress Indicator</b>            The number of polio cases reported.</p>	<p><b>Baseline</b>            17 cases reported nationally (2007).</p>	<p><b>2011 Target</b>            Eradication by 2009.</p>	<p><b>Quarterly Result</b>            In this quarter, eight new cases were identified, bringing the 2009 total to 13, including seven in Kandahar.</p> <p><i>Progress to date: The number of polio cases reported in 2009 is consistent with the number of cases reported in 2008. Intense insurgency efforts and increasing cases of polio in neighbouring Pakistan continue to impede eradication efforts and the mobility of vaccination teams.</i></p>

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

<p><b>Progress Indicator</b>  <b>NEW:</b> Quantity of humanitarian food aid delivered in response to need.</p>	<p><b>Baseline</b>  <b>NEW:</b> 6.7 million Afghans (approximately 21%) supported with food aid, representing 214,000 metric tonnes of food against an identified need where 30% of the Afghan population were considered chronically food insecure (January-December 2007).</p>	<p><b>2011 Target</b>  <b>NEW:</b> Maintain and/or improve the number of Afghans receiving food assistance in proportion to need.</p>	<p><b>Quarterly Result</b>  <b>NEW:</b> During the quarter, Canadian funding helped the World Food Programme provide a total of 22,234 metric tonnes of food to more than 2.4 million beneficiaries.   <i>Progress to date: A progress trend is not yet established.</i></p>
<p><b>Progress Indicator</b>  The capacity of the Afghanistan National Disaster Management Committee (ANDMC) and Provincial Disaster Management Committee (PDMC) to put in place effective disaster preparedness plans.</p>	<p><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.</p>	<p><b>2011 Target</b>  By 2011, PDMC will have developed comprehensive strategies and coordination mechanisms for responding to disasters.</p>	<p><b>Quarterly Result</b>  Nothing new to report this quarter.   <i>Progress to date: A humanitarian response plan was put into place, and the Afghan government's response to severe flooding in the south was recognized by the UN as improved compared with previous disasters, indicating an increase in capacity.</i></p>
<p><b>Progress Indicator</b>  The access that vulnerable populations—women, children, disabled persons, returnees and internally displaced persons—have to essential quality health services.</p>	<p><b>Baseline</b>  111 health care staff have received training (June 2008).</p>	<p><b>2011 Target</b>  <b>NEW:</b> 500 health care workers trained.</p>	<p><b>Quarterly Result</b>  During this quarter 330 health care workers were trained.   <i>Progress to date: With Canadian support 597 health care workers in Kandahar have been trained, contributing to increased access to health services. Additionally, construction on the Maternal Waiting Home was completed.</i></p>

<p><b>Progress Indicator</b> The amount of land released and made available for communities as a result of survey and clearance of mines and Explosive Remnants of War (ERW) nationally and in Kandahar.</p>	<p><b>Baseline</b> From March 2007 to March 2008, 180 square kilometres of land were released and made available nationally.</p>	<p><b>2011 Target</b> A cumulative total of 500 square kilometres of land released and made available.</p>	<p><b>Quarterly Result</b> In this quarter, 0.27 square kilometres of land were released as a result of clearance and survey in Kandahar, benefiting over 24,000 people.</p> <p><i>Progress to date: Since March 2007, over 270 square kilometres of land have been released and made available nationally. Since January 2009, over 0.7 square kilometres have been cleared and released to communities in Kandahar.</i></p>
<p><b>Progress Indicator</b> The number of people receiving mine awareness education in Kandahar.</p>	<p><b>Baseline</b> From March 2007 to March 2008, 33,500 individuals were provided with mine- awareness education.</p>	<p><b>2011 Target</b> 200,000 individuals provided with mine- awareness education.</p>	<p><b>Quarterly Result</b> Mine risk education continued throughout Kandahar province, reaching approximately 42,000 individuals.</p> <p><i>Progress to date: Since October 2008, over 119,000 individuals have received mine risk education.</i></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.



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

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
Increased dialogue between Pakistani and Afghan officials through mechanisms including Canadian-sponsored workshops.	Three Canadian-sponsored workshops have been held to date. Key mechanisms for discussions were suspended by Afghanistan in July 2008 (August 2008).	Sustainable mechanisms for regular and substantive discussions across a broad array of issues are in place and operating for senior officials.	<p>The governments of Afghanistan and Pakistan are working closely with Canadian officials to advance implementation of the Dubai Process Action Plan recommendations, in preparation for the Joint Working Group meetings on counter-narcotics and managing the movement of people in late July.</p> <p><i>Progress to date: Dubai Process Joint Working Groups were established as a regular mechanism for advancing border management cooperation.</i></p>
Increased cooperation at Kandahar-Baluchistan border.	Regular Canadian-facilitated discussions at Kandahar-Baluchistan border are continuing.	Mechanisms at border in place for regular and substantive discussions across a broad array of issues.	<p>Canadian-facilitated discussions between Afghan and Pakistani military officials stationed at the Kandahar-Baluchistan border (Border Flag meeting) took place in May 2009.</p> <p><i>Progress to date: Border Flag meetings have been established as a regular mechanism of dialogue.</i></p>

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

<p><b>Progress Indicator</b> Training completed by border officials.</p>	<p><b>Baseline</b> No training provided to date (August 2008).</p>	<p><b>2011 Target</b> 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.</p>	<p><b>Quarterly Result</b> The Canada Border Services Agency has finalized a work plan to contribute curriculum and trainers to a new Afghan National Customs Academy being set up in Kabul in early 2010. The RCMP has deployed two senior civilian police to Kabul to assist in planning border police training and operations, and to mentor the Afghan Chief of Border Police.</p> <p><i>Progress to date: The groundwork for developing and delivering training programs has been laid.</i></p>
<p><b>Progress Indicator</b> Key infrastructure projects completed, including procurement of equipment.</p>	<p><b>Baseline</b> Assessment of infrastructure needs not yet complete, some equipment purchases underway (August 2008).</p>	<p><b>2011 Target</b> 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.</p>	<p><b>Quarterly Result</b> Construction on the Joint District Coordination Centre in Spin Boldak has begun. One Canadian-funded truck-mounted scanner is ready to be deployed (in Swat initially) and the second (for the Balochistan-Kandahar border) is undergoing final repairs and calibrations. Canadian officials are working with Afghan and U.S. partners to acquire the land identified in a recently completed feasibility study for construction of a new border crossing facility in Kandahar (Weish).</p> <p><i>Progress to date: Construction of the Joint District Coordination Centre has begun.</i></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 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.

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**\*\* NEW 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
<p><b>NEW:</b> Provinces have established long-term provincial strategic plans that are aligned with Afghanistan National Development Strategy (ANDS) objectives.</p>	<p><b>NEW:</b> Zero provinces have completed a provincial strategic plan (PSP) (March 2009).</p>	<p><b>NEW:</b> All 34 provinces have completed a provincial strategic plan.</p>	<p><b>NEW:</b> The UNDP and Afghan government have identified an initial 22 provinces (including Kandahar) that will first develop PSPs. Training for officials from these 22 provinces took place in May.</p>
		<p><b>NEW:</b> Kandahar will have demonstrated progress in implementing its strategic plan against identified timelines.</p>	<p><b>NEW:</b> For Kandahar province, initial work has started on building the capacity of provincial officials to complete the PSP process; the first draft is expected by the end of the year.</p>
			<p><i>Progress to date: A progress trend is not yet established.</i></p>

**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**

The annual report is not yet available, but preliminary data indicates that the difference between planned and actual government spending last fiscal year was 5% for Afghanistan’s core operating budget. However, preliminary data also indicates a much lower execution rate (42%). Reasons for this include cancellation of planned development projects and continued lack of “absorption capacity.”

*Progress to date: Preliminary data suggests significant improvement over the past year in budgeting and planning mechanisms.*

**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. For example, the Afghan parliament approved the 1388 (March 2009 to March 2010) annual Afghan government budget on time, for the second year in a row, thus enabling greater predictability for the execution of that year’s budget.

*Progress to date: It is difficult to establish progress trends as PEFA results are produced only every two years.*

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

<b>Progress Indicator</b> The establishment of a national voter registry.	<b>Baseline</b> Pilot voter registration process carried out in three selected provinces (April 2008).	<b>2011 Target</b> 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.	<b>Quarterly Result</b> The main registration phases are now completed. Registration remains open in provincial capitals until mid-July.  <i>Progress to date: Registration for the 2009 elections is nearing completion.</i>
<b>Progress Indicator</b> The number of registered voters nationally.	<b>Baseline</b> Approximately 12.6 million voters in the existing registry (2005).	<b>2011 Target</b> 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.	<b>Quarterly Result</b> There is no significant change from the previous quarter. Registration remains open in provincial capitals until mid-July.  <i>Progress to date: Over 4.4 million eligible voters have been added to the national registry.</i>
<b>Progress Indicator</b> The percentage of voter turnout.	<b>Baseline</b> 70% of registered voters participated in the last presidential elections; 51.5% of registered voters participated in the last parliamentary and provincial council elections.	<b>2011 Target</b> 70% turnout for men; 40% turnout for women. These targets are consistent with figures currently being used by the UNDP ELECT project.	<b>Quarterly Result</b> Results will be reported following the elections.

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
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.	<p>The Electoral Complaints Commission (ECC) is now fully established in Kabul and final steps are being taken to formalize its presence in all provinces. During the candidate nomination period, the ECC received 302 complaints and disqualified 57 candidates as non-eligible.</p> <p><i>Progress to date: The independent Electoral Complaints Commission has been established, and is functioning.</i></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.*

<b>Progress Indicator</b>	<b>Baseline</b>	<b>2011 Target</b>	<b>Quarterly Result</b>
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.	<p>There are no further results this quarter. A fully developed national reconciliation strategy has yet to emerge.</p> <p><i>Progress to date: One year may not be enough time to establish progress trends.</i></p>

**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**

The Afghanistan Government Media Information Centre, partly funded by Canada, continues to operate in Kabul. Plans are underway to open a new branch in Kandahar, which should facilitate better communication on reconciliations issues.

*Progress to date: The Government of Afghanistan's ability to share information in a timely manner is steadily increasing.*