
Report on Progress toward Security and Stability in Afghanistan

October 2009
Report to Congress
In accordance with the
National Defense Authorization Act 2008
(Section 1230, Public Law 110-181)

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Executive Summary

This report to Congress is submitted consistent with Section 1230 of the National Defense Authorization Act for Fiscal Year 2008 (Public Law 110-181). It includes a description of the comprehensive strategy of the United States for security and stability in Afghanistan. This report is the fourth in a series of reports required every 180 days through fiscal year 2010 and has been prepared in coordination with the Secretary of State, the Director of National Intelligence, the Attorney General, the Administrator of the Drug Enforcement Administration, the Administrator of the United States Agency for International Development, and the Secretary of Agriculture. This assessment complements other reports and information about Afghanistan provided to the Congress; however, it is not intended as a single source of all information about the combined efforts or the future strategy of the United States, its Coalition Partners, or Afghanistan. The information contained in this report is current as of September 30, 2009.

NOTE: This is a historical document that covers progress made in Afghanistan from April 1, 2009 – September 30, 2009. The next report will include an analysis of progress toward security and security from October 1, 2009 – March 30, 2010.

As of the September 30 data cut-off date for this report, at the direction of the President, the United States Government is in the midst of a series of strategic discussions regarding the Afghanistan Pakistan Strategy. The results of these discussions will be reviewed in the next iteration of this report.

This six-month period is notable for execution of steps taken to implement the President's new strategy for Afghanistan and Pakistan, as stated on March 27, 2009. The strategy focuses on the core objective of disrupting, dismantling and defeating al Qaeda and its affiliates and preventing them from again using Afghanistan as a safe haven for launching terrorist attacks against the U.S. homeland, our allies, or our forces. As part of the new strategy, the President approved deployment of an additional 17,000 troops, in addition to approximately 13,000 approved under the previous administration. These 30,000 U.S. troops, along with more than 4,000 additional NATO and non-NATO forces, were deployed in time to assist the Afghan government with provision of security for the Presidential and provincial elections held on August 20, 2009. In addition, this period marked changes in the military leadership of both U.S. and NATO forces. On June 10, 2009, after confirmation by the Senate and with the approval of the North Atlantic Council (NAC), GEN Stanley McChrystal assumed his position as Commander, International Security and Assistance Forces (COMISAF), dual-hatted as Commanding General, United States Forces-Afghanistan (USFOR-A).

On June 26, 2009, GEN McChrystal, under his Commanding General, USFOR-A hat, was directed by the Secretary of Defense, through the Commander, U.S. Central Command, to provide a multidisciplinary assessment of the situation in Afghanistan within 60 days. During the conduct of his assessment, GEN McChrystal issued a series of directives articulating a population-centric counterinsurgency approach. His July 1 *Tactical Directive* ordered ISAF forces to refocus their efforts toward an "operationally imperative goal" of gaining and maintaining the support and control of the Afghan population. This directive tasked leaders at all levels with scrutinizing and limiting the use of force against locations in situations likely to

produce civilian casualties. His subsequent *Partnering Directive*, of August 24, provided guidance for ISAF to conduct embedded partnering with the Afghan National Security Forces (ANSF), from the ministries down to the platoon level, in accordance with the President's strategy and counterinsurgency principles. On August 26, COMISAF issued his *Counterinsurgency Guidance*, stating that "protecting the people is the mission." The guidance noted that the conflict will be won by persuading the population, not by destroying the enemy. This guidance represents a significant departure from the manner in which the conflict has been fought to date.

COMISAF issued his *Commander's Initial Assessment* to the Secretary of Defense on August 30, 2009. The report assessed the overall situation, reviewed plans and ongoing efforts, highlighted his revisions to operational, tactical, and strategic guidance and suggested revisions to the Afghanistan strategy. COMISAF stated that there is an urgent need for a significant change to our strategy and the way that we think and operate. He emphasized that Afghanistan is a different kind of fight where the United States and NATO are operating in a uniquely complex environment. He suggested that three regional insurgencies have intersected with a dynamic blend of local power struggles in a country damaged by 30 years of conflict creating a situation that defies simple solutions or quick fixes. COMISAF called for a shift in our strategy towards supporting the population. The strategy recognizes that the Afghan people are a critical component in this complex struggle. Gaining their support is vital, but progress is hindered by a resilient insurgency and a crisis of confidence in the government and the international community. Although the conflict in Afghanistan is a war of ideas, we must recognize that we are operating in a "deeds-based" information environment where perceptions derive from actions, such as how we interact with the population and how quickly things improve. The key to changing perceptions lies in changing the underlying truths.

The assessment highlighted two key areas where the Commander believes we need to think differently. GEN McChrystal believes we must understand the impact of time on our effort in Afghanistan. The fight is not an annual cyclical campaign of kinetics driven by an insurgent "fighting season". It is a year-round struggle, often conducted with little apparent violence, to win the support of the people. Second, we face both a short and long-term fight. Failure to gain the initiative and reverse insurgent momentum in the near-term (next 12 months) – while Afghan security capacity matures – risks an outcome where defeating the insurgency is no longer possible.

Further, the assessment described two fundamental elements where ISAF must improve:

- Change the operational culture of ISAF to focus on protecting the Afghan people, understanding their environment, and building relationships with them; and,
- Transform ISAF processes to be more operationally efficient and effective, creating more coherent unity of command within ISAF, and fostering stronger unity of effort across the international community

Under the backdrop of the strategic discussions, the effort in Afghanistan continues. The Afghan presidential and provincial elections took place on August 20, 2009. In the lead-up to the elections, insurgents launched high-profile attacks in a concerted intimidation campaign against the civilian population in an effort to disrupt voting. On election day, insurgents launched 135 attacks throughout the country and killed 26 civilians. Approximately 11 percent of polling stations were closed due to security concerns, and observers noted that voter turnout

was low in the South and East of the country in areas with a high incidence of violence and poor security prior to Election Day.

Following the election, there were widespread claims of fraud. In September, the Afghan Electoral Complaints Commission (ECC), the body responsible for investigating allegations of electoral fraud, quarantined ballots from approximately 600 voting stations in the Ghazni, Paktika, and Kandahar provinces due to what the ECC described as “clear and convincing evidence of fraud.” In addition, the ECC is working with the Independent Electoral Commission (IEC) to conduct an audit and recount of polling stations where initial results show high electoral irregularities. As of September 26 the IEC had released preliminary results for 30 of the country’s 34 provinces in the provincial council elections.

The fraud and corruption evident during the elections highlight the fact that corruption remains a critical challenge to achieving U.S. objectives. The widespread fraud during the August elections further diminished the legitimacy of the Afghan government. Levels of corruption showed little reduction during the reporting period. The persistent problem of corruption undermines security and reconstruction efforts as it diminishes the legitimacy of the Afghan government coupled with diminishing the Afghan population’s support of the government.

Overall, security deteriorated in Afghanistan during the reporting period. As of September 30, the security situation is assessed as stable (not declining) but fragile. The insurgency, in advance of Presidential elections in August, expanded its sphere of influence, increasing violence and intimidation levels in the South and East of the country, while establishing a presence and expanding operations in the West and North. In particular, violence has increased in Farah and Herat provinces in the West, and Kunduz province in the North. The overall trend of violence throughout the country rose to a peak during the week of the August 20 election, showing a gradual decrease post-election. Violence rose in all categories of attacks and in particular Improvised Explosive Device (IED) attacks, and associated casualties, have increased during this period. Deteriorating security, a perception of an inadequate and corrupt Government of the Islamic Republic of Afghanistan (GIROA), and a lack of progress in development and reconstruction has allowed the insurgency to increase its influence over the Afghan population and decrease public confidence in the GIROA.

Operations during this reporting period focused on: security support for the Afghan Presidential election in August; provision of route security and freedom of movement for the population, Afghan Government and ISAF forces; integrated Clear, Hold, Build counterinsurgency (COIN) operations in support of designated districts; partnering and mentoring activities with the ANSF; facilitating civilian sub-national governance capacity and development efforts and the Government of the Islamic Republic of Afghanistan; and supporting counter-narcotics operations.

As a result of the President’s decision in March 2009, U.S. force levels in Afghanistan increased by about 21,000 between April and October 2009 and currently stand at approximately 66,000 personnel. These forces represent about 97% of the forces currently approved for deployment by the President. During the same period, international force levels increased by approximately 4,000 personnel, to approximately 39,000. These additional international forces deployed mainly in support of additional security requirements for the August elections.

The large increase in the number of deployed U.S. personnel in Afghanistan coupled with effective U.S. operations, particularly in Regional Command-South (RC-S) and Regional Command-West (RC-W) increased exposure of our forces to violent action. Consequently, U.S.

military casualties increased significantly compared to previous years. August 2009 proved to be the deadliest month for U.S. personnel in Afghanistan, since the start of the war, with 47 deaths. The number of U.S. fatalities as a result of enemy action for the period of April-October 2009 increased by 57 percent over the same period in 2008. In addition to the increase in U.S. military fatalities, the ANSF saw heavy action and suffered an increase in casualties as well.

Civilian casualties continue to have an adverse effect on ISAF operations accomplishment of strategic objectives. GEN McChrystal commented that while he understood the importance of civilian casualties when he began his mission, after a short time on the ground he found that civilian casualties have even further implications in a COIN fight in Afghanistan than they do elsewhere.

The ANSF remains on a steady pace to meet 2009 objectives for assigned and trained personnel, with Afghanistan National Police growth an area of significant risk. ANSF growth in both quantity and quality is the central tenet of our efforts towards enabling Afghans' ability to assume security responsibility in the four-step process of clear-hold-build-transfer. There are significant hurdles the Afghan Government must overcome to achieve ANSF goals. Further, U.S. and international efforts must improve to increase ANSF capabilities in certain key areas, most notably in rectifying the shortage of mentors to partner with the ANSF in combat and policing operations. President Obama's objective of a self-reliant security force capable of taking the lead role in the counter-terrorism fight with reduced assistance from international forces, along with GEN McChrystal's new strategic focus on partnering with the ANSF will be the drivers to accelerate ANSF development.

The United States has shifted from a five-pillar Counter-Narcotics (CN) strategy to supporting the GIRoA eight-pillar strategy, in order to align U.S. efforts more effectively with those of the GIRoA. The GIRoA strategy's pillars are: international and regional cooperation; institution building; demand reduction; public awareness; alternative livelihoods; interdiction; justice sector reform; and eradication.

The focus of U.S. CN efforts has shifted. The United States will support the Afghan CN strategy by increasing emphasis on alternative development and interdiction and decreasing its emphasis on eradication. As U.S. and international operations in the south provide increasing security, the new focus will provide increased assistance to the farmers and poor Afghans that bear the majority of the burden of eradication, and target the individuals and networks that enable and profit from the drug trade. Overall U.S. support for Afghan CN initiatives will increase, particularly for agricultural assistance, interdiction, law enforcement, public information, and reducing drug demand. The GIRoA leads eradication operations and has pledged to continue to conduct eradication operations independent of U.S. support.

In August 2009, in support of efforts to improve coordination of governance and development efforts between civilian and military components, Ambassador Eikenberry and General McChrystal signed the *United States Government Integrated Civilian Military Campaign Plan for Support to Afghanistan*. The Integrated Civil-Military Campaign Plan for Afghanistan provides guidance from the U.S. Chief of Mission and the Commander of U.S. Forces-Afghanistan to U.S. personnel in Afghanistan on the manner in which civilians under Chief of Mission authority will coordinate with US Forces under CDRUSCENTCOM authority to execute governance and development efforts. Civilian-military cooperation is integral to success in Afghanistan as the climate requires simultaneous planning, coordination, and integration of combat operations and reconstruction activities in order to separate the population from the insurgency and create a legitimate, stable Afghan government.

The United States leads 12 out of 26 Provincial Reconstruction Teams (PRTs) in Afghanistan. U.S.-led PRT efforts are funded through DoD Commanders Emergency Response Program (CERP), complemented by USAID-funded development programs. CERP funds are not used to cover PRT operating costs. The individual province strategies and objectives remain unchanged from the previous report. Military command and control arrangements for the PRTs also remain unchanged.

Section 1: Strategy

Strategic Overview

This six-month period is notable for execution of specific actions to implement the President's New Strategy for Afghanistan and Pakistan. The strategy focuses on the core objective of disrupting, dismantling, and defeating al Qaeda and its affiliates and preventing them from again using Afghanistan as a safe haven for launching terrorist attacks against the U.S. homeland, our partners, or our forces. The strategy recognizes that the future of Afghanistan is inextricably linked to the future of its neighbor, Pakistan. The strategy recognizes the international security challenge of the highest order posed by the movement by al-Qaeda and its allies across the Afghan border into Pakistan. The strategy states that the United States is in Afghanistan to confront a common enemy that threatens the United States, our friends and our allies and the people of Afghanistan and Pakistan who have suffered the most at the hands of extremists.

The strategy recognizes that additional international support and resources are required to enhance the military, governance, and economic capacity of Afghanistan and Pakistan. As part of the strategy, the President directed the deployment of an additional 17,000 military personnel, including a Marine Expeditionary Brigade and a Stryker Brigade to south and east Afghanistan, in addition to the deployment of almost 13,000 forces approved by the last administration and recognized the need for additional ally and partner forces to help secure the Afghan Presidential election.

The strategy recognizes the need to resource the effort to train, equip, and mentor the Afghan National Security Forces (ANSF). The strategy directs partnering between US and Afghan units and seeks additional trainers from our NATO allies to ensure that every Afghan unit has a coalition partner. The strategy directs an acceleration of effort to build the Afghan National Army (ANA) to 134,000 and the Afghan National Police force to 96,800 by 2010. The strategy recognizes that additional Afghan forces above these goals may be required as plans to turn over security responsibilities to the Afghans go forward.

The strategy also directs a dramatic increase in the US civilian effort to provide resources to address an Afghan government undermined by corruption and that has difficulty delivering basic services to its people. The President calls for a substantial increase in civilians on the ground seeking additional agriculture specialists, educators, engineers and lawyers to help the Afghan government serve its people and develop an economy not dominated by illicit drugs. The President also seeks additional civilian support from partners and allies, from the United Nations, and from international aid organizations. The President is committed to strengthening international organizations and collective action.

1.1: Strategic Objectives

The objectives of President Obama's strategy for Afghanistan and Pakistan include:

- Disrupting terrorist networks in Afghanistan and Pakistan to degrade any ability they have to plan and launch international terrorist attacks;
- Promoting a more legitimate capable, accountable, and effective government in Afghanistan that serves the Afghan people and can eventually function, especially regarding internal security, with limited international support;
- Developing increasingly self-reliant Afghan security forces that can lead the counterinsurgency and counterterrorism fight with reduced U.S. assistance;

- Assisting efforts to enhance civilian control and stable constitutional government in Pakistan and a vibrant economy that provides opportunity for the people of Pakistan;
- Involving the international community to assist actively in addressing these objectives for Afghanistan and Pakistan, emphasizing the important leadership role of the UN.

1.2: Key Elements of the Strategy

Removing al-Qaeda's sanctuaries, assisting the establishment of stable, effective democratic government control in Pakistan and supporting a self-reliant government in Afghanistan will establish the conditions to begin withdrawal of combat forces while allowing for a sustained commitment to political and economic development. Some of the key elements necessary to establish these conditions are:

- Expanding the size and capability of the Afghan National Security Forces (ANSF)
- Engaging the Afghan government and bolstering its legitimacy
- Building Afghan civilian capacity
- Building provincial and local government capacity
- Breaking the link between narcotics and the insurgency
- Building Pakistan's capacity to fight extremists
- Increasing and broadening U.S. economic assistance to Pakistan
- Strengthening Pakistani government capacity
- Mobilizing greater international political support for objectives in Afghanistan and Pakistan
- Encouraging and facilitating bilateral and trilateral coordination among Afghanistan, Pakistan, and the United States and broader engagement with the international community

1.3: Strategic Implementation Plan (SIP)

The National Security Council (NSC) has directed the development of a classified SIP to establish goals and objectives and to identify metrics to assess progress toward achievement of those goals and objectives. In September 2009, the National Security Staff (NSS) provided a list of Measures of Effectiveness (MOE), to track progress towards achieving the objectives of the President's strategy, to majority and minority leaders of both Houses. The MOE were developed through a coordinated interagency effort, and are intended to be used to track progress and inform future development or adjustments to the strategy. Based on legislative requirements, a report of progress on MOE is due to Congress by the end of March 2010. At this time, insufficient data has been collected to make any meaningful assessment as of September 30, 2009.

Section 2: Security

2.1: The Security Environment

Security continued to deteriorate in Afghanistan during the reporting period. As of September 30 the security situation is assessed as stable (not declining) but fragile. (Annex C of the classified annex to the report provides detailed data on violence levels.) The insurgency, in advance of Presidential elections in August, expanded its sphere of influence, increasing violence

and intimidation levels in the South and East of the country, while establishing a presence and expanding operations in the West and North. In particular, violence has increased in Farah and Herat provinces in the West, and Kunduz province in the North. The overall trend of violence throughout the country rose to a peak during the week of the August 20 election, showing a gradual decrease post election. Violence rose in all categories of attacks and in particular Improvised Explosive Device (IED) attacks, and associated casualties, have increased dramatically during this period. Deteriorating security, a perception of an inadequate and corrupt Government of the Islamic Republic of Afghanistan (GIROA), and a lack of progress in development and reconstruction has allowed the insurgency to increase its influence over the Afghan population and decrease public confidence in the GIROA.

Regional Command-Central (RC-C) – Security operations in Kabul were turned over to the ANSF in late August 2008. The overall level of violence increased over the reporting period, in large part due to the enemy’s desire to disrupt the Presidential elections and to demonstrate the Afghanistan government’s lack of ability to control security in their own capital. The enemy demonstrated the ability to conduct high profile attacks at the time and place of their choosing.

Regional Command-East (RC-E) – As the most populated region in Afghanistan, RC-E has a very complex security environment. The main enemy groups are forces loyal to the Haqqani Group and the Hezb-e Islami Gulbuddin (HIG). Along the eastern border, shared with Pakistan, fighters from Pakistani Islamist groups such as the Lashkar-e-Taiba and Tehreek-e Nafaz-e-Shariat-e-Mohammadi (TNSM) are also a concern, particularly in Kunar and Nuristan provinces.

Regional Command-South (RC-S) – The influence of the Taliban in their traditional strongholds in the Pashtun south increased over the reporting period. Violence increased due to not only insurgent desire to disrupt elections, but also due to the expanded presence of newly deployed forces in geographic areas where they previously been. Enemy forces in the Arghandab River Valley northeast of Kandahar, provided stiff resistance to U.S. forces in the region.

Regional Command-West (RC-W) – Despite the fact that RC-W is divided between Tajiks, Pashtuns, Hazaras, and other ethnic minority groups, there is no systematic violence along ethnic lines. RC-W security is primarily affected by the border it shares with Iran. Alleged Iranian support for insurgents in the west, specifically in terms of IEDs, and expulsion of Afghan refugees from Iran contribute to the instability in the area.

Regional Command-North (RC-N) – Although security in RC-N is considered the best in the country, the security situation in Kunduz province deteriorated significantly in early 2009 as restrictions on German rules of engagement allowed Taliban insurgents to regain control over many remote areas of the province. Regular attacks on German forces as well as suicide bombs and IEDs were the main tactics employed.

2.2: Security Indicators

The following are key indicators that provide an overview of the overall security in Afghanistan during the reporting period.

2.2.1: Insurgent-Initiated Security Incidents

Although the overall violence levels include Coalition initiated activity, insurgent-initiated security incidents provide a view of the level of effort of the enemy. This measure includes direct fire, indirect fire, IED, and attacks against Government of Afghanistan organizations, and infrastructure each of which increased dramatically during the reporting period. Insurgent attacks between April and June 2009, increased by 65 percent over the same period in 2008. Moreover, the rate of insurgent attacks has increased markedly since 2004. Figure 1 below illustrates the increase in insurgent-initiated security incidents between April and September each year from 2004 to 2009.

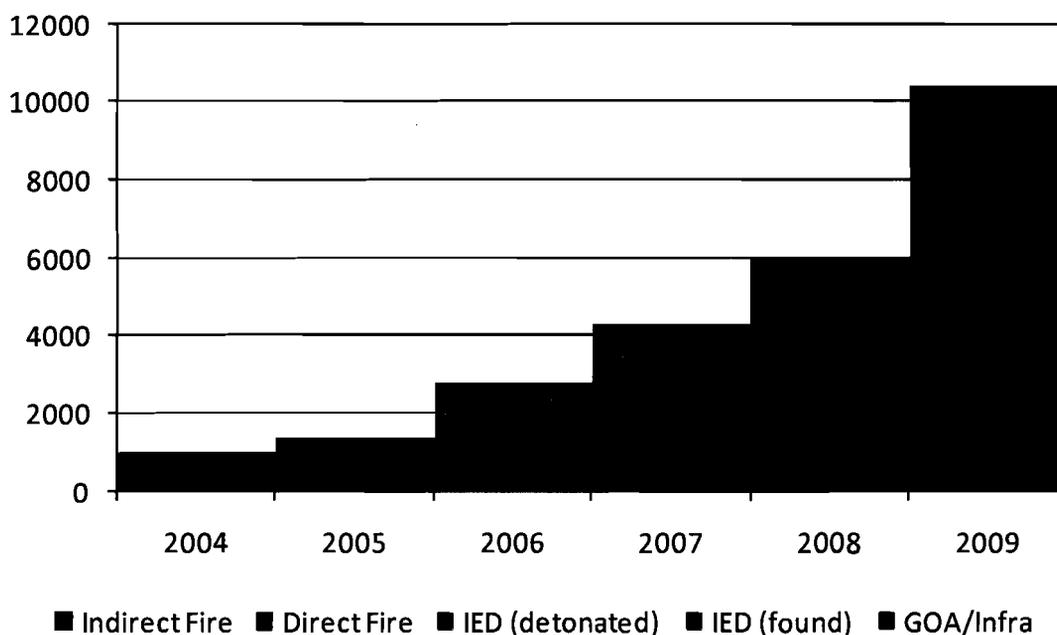
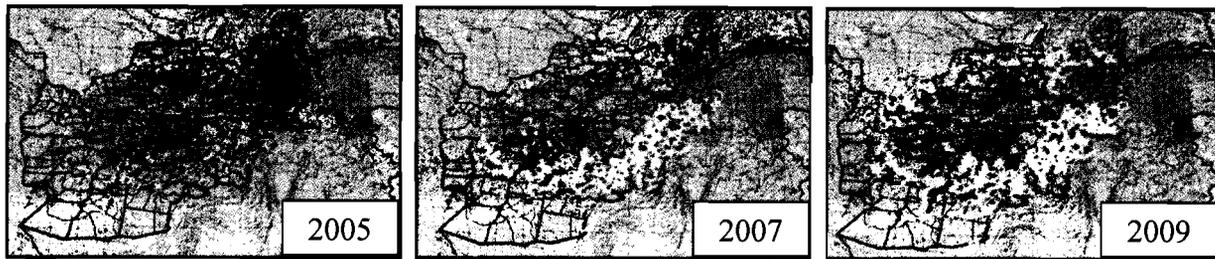


Figure 1: Insurgent-Initiated Security Incidents, April-September

As in previous years, the majority of the incidents occurred in the South and East of the country, but an increasing number of incidents are occurring in the North and West as Taliban forces establish presence in Pashtun enclaves in these regions (refer to classified annex C). Figure 2 illustrates the increase in attacks across the country and the spread of violence to areas such as Herat, in the west, and Kunduz, in the north. In the South, the increase in insurgent attacks corresponds at least in part with the increase in Coalition Force presence, with additional deployed forces, and the pressure they are exerting on the insurgency.

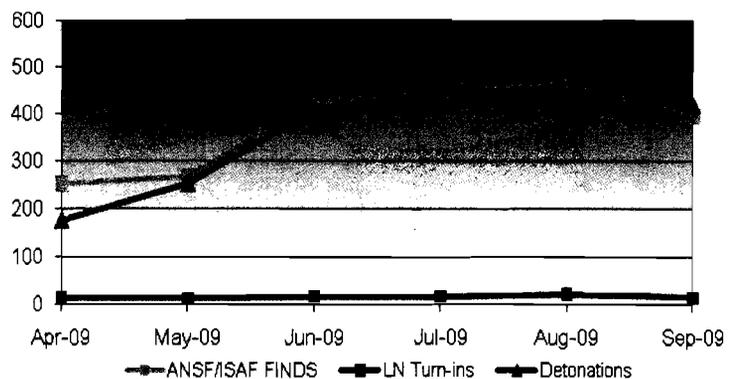
Figure 2: Geographical Distribution of Security Incidents



2.2.2: Improvised Explosive Devices (IEDs)

IEDs continue to be the leading cause of civilian and military (both international and Afghan force) casualties. As noted in figure 3, IED events increased dramatically during the reporting period, peaking during the period surrounding the election. The number of International Security Assistance Force (ISAF) casualties caused by IEDs nearly doubled for the period of April through September 2009, as compared to the same period the previous year. The number of ANSF personnel killed by IEDs increased by 30 percent. Figure 3 illustrates IED finds, IED turn-ins by local nationals and IED detonations for the reporting period.

Figure 3: IED Events, April - September 2009



The insurgency in Afghanistan is responsive, flexible, and opportunistic. The significant increase in IED attacks in 2009 compared to 2008 is a result, broadly of the following:

- advances in tactics, techniques, and procedures (TTP), such as the switch to non-metallic IEDs, the increase in size of IEDs to create a larger blast to defeat MRVs, and the use of ammonium nitrate in addition to explosives;
- the proliferation of TTPs and the accessibility to expertise via the internet; and,
- a stockpiling of IEDs and an increase in IED attacks surrounding the August elections.

The following initiatives have been undertaken by DoD to mitigate the impact of IEDs:

- mitigation of the effect of device detonations including better vehicles and improved Personal Protective Equipment;
- improved detection and identification of implanted IEDs;
- prevention of IED detonations through use of countermeasures;
- identification and targeting of IED fabrication and delivery networks including financing networks; and
- improved training of personnel.

In addition, the Secretary of Defense's highest priority acquisition program specifically designed to mitigate the effects of improvised explosive devices is the Mine Resistant Ambush Protected (MRAP) vehicles. The MRAP vehicle program has been funded at \$28.7B through FY09. The FY10 Overseas Contingency Operation (OCO) budget request includes \$5.5B for

these vehicles, with \$1.7 of the of the \$5.5 MRAP request allocated for MAT-Vs, a smaller, more adaptable tactical vehicle that incorporates Explosively Formed Penetrator (EFP) and RPG protection.

The Joint IED Defeat Organization (JIEDDO) received Disclosure Authority (DA) from the Office of the Under Secretary of Defense for Policy to enable sharing Counter-IED (C-IED) information with our allies and partners. This authority streamlines the flow of JIEDDO direct support to ISAF forces, with fused operational C-IED information for USCENTCOM and USFOR-A Commanders. In addition, the authority opens direct communication between JIEDDO and national agencies on disclosure of information relevant to C-IED operations.

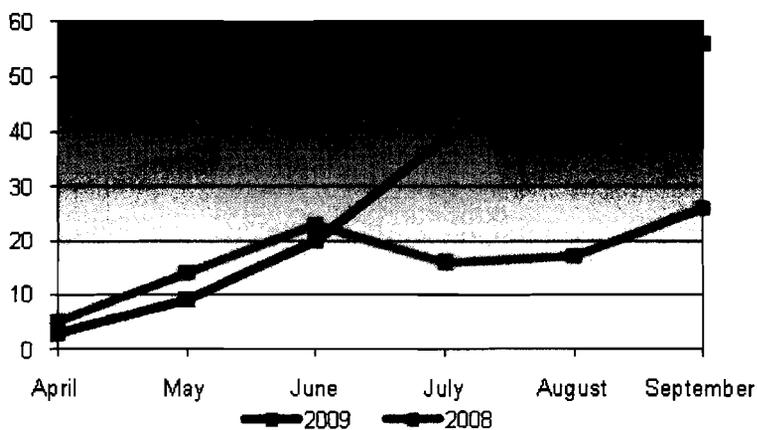
However, there are still obstacles blocking JIEDDO from providing additional Coalition C-IED support. JIEDDO is constrained by current legal limits and authorities to directly support (training, equipping, information access) Coalition Partners and NATO Allies. Public Law 109-364, Section 1514 provides that the Joint IED Defeat Fund is only provided to “assist U.S. forces in the defeat of improvised explosive devices.” In order to rectify this restriction, JIEDDO is exploring alternatives, including requesting a change of the language of Section 1514 or sourcing alternative funding.

2.2.3: Military Casualties

As a result of the President’s decision regarding force strength in March 2009, the summer of 2009 saw a large increase in the number of deployed U.S. personnel in Afghanistan coupled with effective U.S. operations, particularly in RC-S and RC-W. Consequently, U.S. military casualties increased significantly compared to previous years. August 2009 proved to be the deadliest month for U.S. personnel in Afghanistan, since the start of the war, with 47 deaths. The number of U.S. fatalities as a result of enemy action for the period of April-October 2009 increased by 57 percent over the same period in 2008. Figure 4 illustrates ISAF and ANSF casualties, which increased 84 and 87 percent, respectively, over the same period in 2008.

In addition to the increase in U.S. military fatalities, the ANSF saw heavy action and suffered an increase in casualties as well. Total ANSF killed-in-action (KIA) between April and October 2009, including Afghan National Police (ANP) and Afghan National Army (ANA), increased by approximately 50 percent, over the same period in 2008. The ANP continues to bear the majority of ANSF casualties. This may be a result of ANP conducting operations that the ANA would be better suited to executing. Total ISAF deaths also increased from 2008. Figure 4 illustrates 2008 and 2009 combined ISAF and ANSF casualties, and figure 5 summarizes ISAF and ANSF casualties over the past three years, including the reporting period.

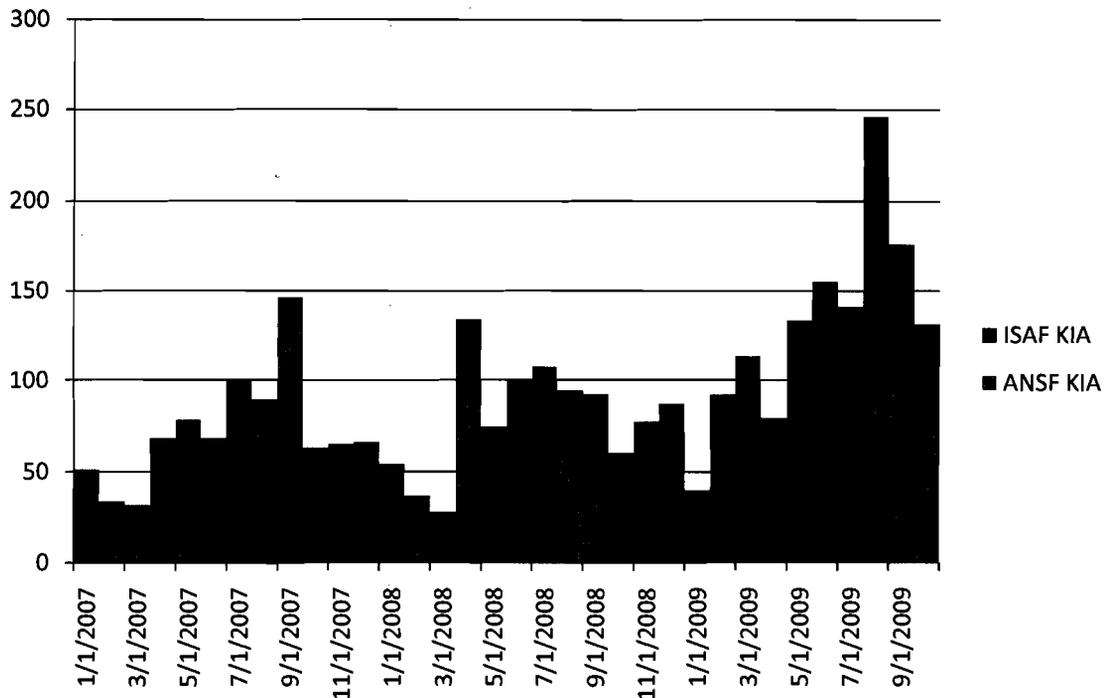
Figure 4: ISAF and ANSF Casualties as a result of Hostile Action



Although there is no clear data to analyze whether ANA and ANP fatalities are occurring in the same areas as U.S. military fatalities, or whether ANSF fatalities are greater during non-

partnered operations versus partnered operations, GEN McChrystal has emphasized the importance of partnered operations in order to decrease casualties and increase ANSF capabilities. As this partnering strategy is implemented over the next six months it may be possible to draw conclusions on its effectiveness by comparing military fatalities from the April-October 2009 reporting period to the October 2009-April 2010 reporting period.

Figure 5: ISAF and ANSF KIA, April-September, 2007- 2009



2.2.4: Civilian Casualties

Civilian casualties continue to have an adverse effect on ISAF operations and subsequently the accomplishment of our strategic objectives. GEN McChrystal commented during the reporting period that he thought he understood the impact of civilian casualties. However, he realized after a short time on the ground that the ramifications of civilian casualties have a far more reaching affect in a COIN fight in Afghanistan than they do in a conventional campaign. On July 1 GEN McChrystal issued *Tactical Directive*, which ordered ISAF forces to refocus their efforts toward an “operationally imperative goal” of gaining and maintaining the support and control of the Afghan population. Furthermore, on August 26 COMISAF issued his *Counterinsurgency Guidance*, stating that “protecting the people is the mission.” The guidance noted that the conflict will be won by persuading the population, not by destroying the enemy. Our aim following an incident is to be first and be forthcoming with the known truth, based on the information available at the time. This will reduce the ability of the enemy to use civilian casualties as a weapon to separate the population from ISAF and the Afghan Government.

Figure 6: Civilian Casualties April-October 2009

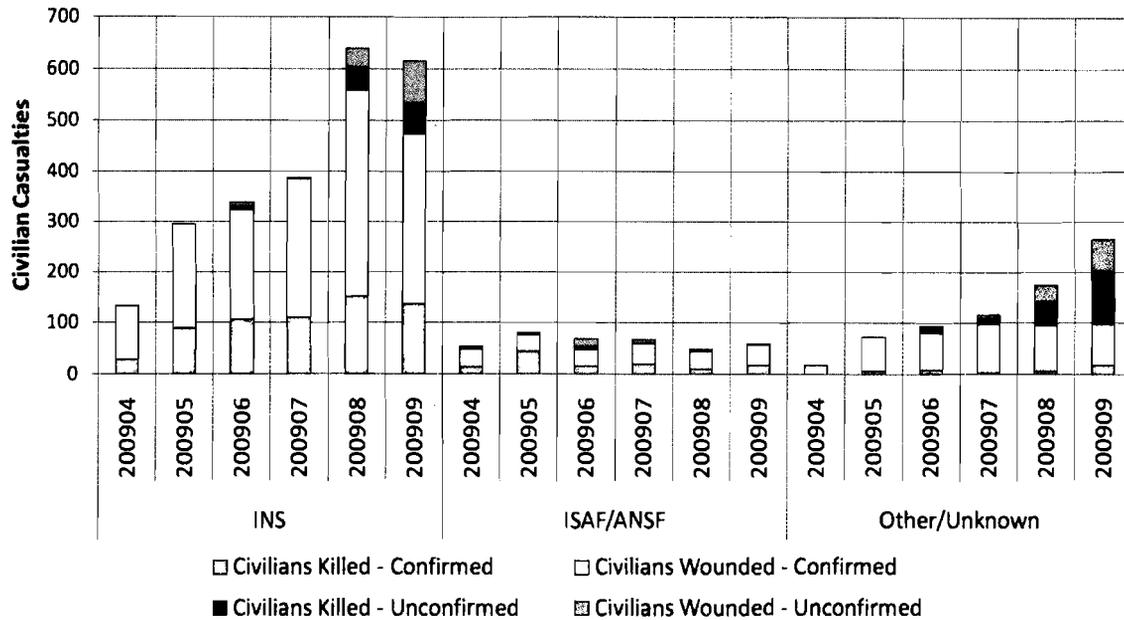


Figure 6 provides a breakdown of civilian casualties (CIVCAS) from April to October of 2009 by source of the casualty. Although the majority of civilian casualty-producing incidents are caused by insurgents, the Afghan people, and the international community hold ISAF and U.S. forces to a higher standard. Strict comparisons of casualties and collateral damage caused by either side are unhelpful. CIVCAS and collateral damage, whether caused by insurgent action or by the errors of international forces, undermine support for the Afghan government, ISAF, and the international community in the eyes of the Afghan population.

2.3: Operations

Operations during this reporting period focused on the following:

- security support for the Afghan presidential election in August;
- provision of route security and freedom of movement for the population, Afghan government and ISAF forces;
- integrated Clear, Hold, Build counterinsurgency (COIN) operations in support of designated districts;
- partnering and mentoring activities with the ANSF;
- facilitating civilian sub-national governance capacity and development efforts and those of the Government of the Islamic Republic of Afghanistan; and,
- supporting counter narcotics operations.

Security lead for RC-Capital was transferred to the ANSF in late 2008, and the ANSF continue to lead operations supported by French forces, the ISAF lead for the region. ANSF efforts during the reporting period focused on ANSF development and providing security for the capital prior to, during, and after the August elections. The ANSF were successful in reacting to security incidents during the elections and in providing an overall secure environment during this period.

Operations in RC-E, commanded by the United States, with headquarters at Bagram Air Base focused on providing security and freedom of movement for the population and Afghan government. Due to the geography of the region, security in RC-E is significantly affected by insurgent flow across the Afghanistan-Pakistan border, specifically in the Barge Matal District, in Nuristan District. In addition, U.S. and ISAF forces concentrated on ANSF partnering and mentoring with the two ANA corps operating in RC-E, the 201st Corps and 203rd Corps. Finally, the U.S. forces in RC-E continue working to locate and recover a U.S. soldier who went missing and was believed captured on June 30 in RC East.

The most significant U.S. and ISAF operations initiated during the reporting period took place in RC-S and were commanded by the United Kingdom. In July 2009, approximately 4,000 U.S. Marines and Sailors, partnered with ANSF and British forces, launched Operation Khanjari (Strike of the Sword) in the Helmand River Valley in Helmand province. The objective of the operation was to clear the area of insurgents and then hold the area to secure the population from violence and intimidation. Clear and hold operations provide the space to execute reconstruction and development activities during the build phase of the operation and eventually will allow U.S. and international forces to transfer lead security responsibility to the ANSF. U.S. forces suffered significant casualties during the operation and were hampered by a shortage of ANSF to assist in hold operations. Operation Khanjari was executed in conjunction with a similar British operation intended to clear and hold areas around Lashkar Gah. The Marines in RC-S continue to expand their presence throughout the Helmand River Valley. In August and September an additional U.S. Army Brigade (5/2 Stryker Brigade Combat Team (SBCT)) deployed to RC-S, as the final part of the force package approved by the President in March 2009. The Stryker Brigade's areas of operations are in the eastern portions of RC South in Kandahar and Zabol Provinces and the Arghandab River Valley. The 5/2 has met stiff resistance and suffered high casualties fighting in a known Taliban stronghold. We expect operations to continue in this region through the fall.

In RC-W ISAF operations, led by an Italian commander, focused on increasing governance capacity and development with PRT and ANSF cooperation. A significant rise in security incidents associated with the spread of insurgents from RC-S into RC-W in addition to the increase of insurgent activity along the Iranian border dominated combat operations in RC-W. International forces focused their operations on IED defeat, partnering and mentoring the ANSF, and reducing insurgent influence on the population. Military forces also worked to reduce instability caused by the continued expulsion of Afghan refugees from Iran

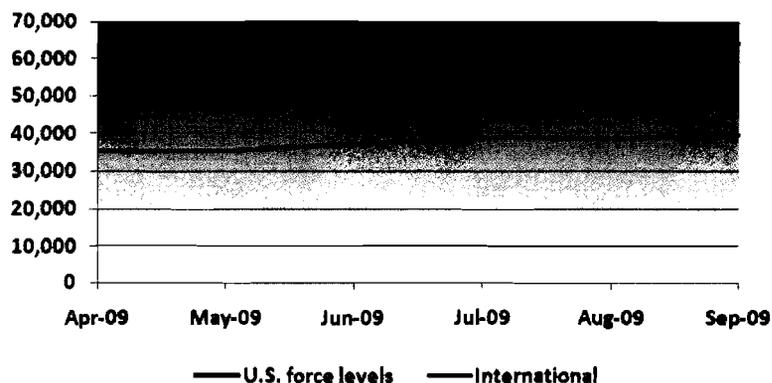
Although security in RC-N has remained among the best in the country, the security situation in Kunduz province deteriorated significantly in early 2009 prompting the German-led command to launch a series of operations beginning in April to counter the rising insurgency. These operations, which continued through the summer into early autumn, were led by the German command partnering with the 209th Corps of the ANA, headquartered in Mazar-e-Sharif. German forces made several attempts to regain control over many remote areas of the province

overtaken by the Taliban, with particular focus on Chahar Dara District. The months of concerted operations in the region marked the most intense operations German forces have participated in since the end of World War II. In addition to these combat operations, there are five PRTs in RC-N that worked with ISAF and ANSF to carry out development and reconstruction projects. Due to the tempo of combat operations in the region, development and reconstruction activities have lagged considerably during the reporting period.

2.4: U.S. and International Force Levels

U.S. force levels in Afghanistan increased by about 21,000 between April and October 2009 and, as of October 2009, stand at approximately 66,000 personnel. These forces represent about 97% of the forces currently approved for deployment by the President. International force levels increased by approximately 4,000 forces during the same period, to approximately 39,000 personnel. These additional international forces deployed mainly in support of additional security requirements for the August elections.

Figure 7: U.S. and International Force Levels, April - October 2009



The majority of additional U.S. forces deployed in 2009 conducted operations under the operational control of COMISAF in RC-E and RC-S. (Figure 7 illustrates U.S. and international force levels for the reporting period.) The ongoing strategic discussions in the United States, along with deliberations by NATO and non-NATO countries on COMISAF's *Initial Assessment* may result in the approval of additional forces for deployment.

2.5: ISAF Command and Control

On June 10, 2009, after confirmation by the Senate and with the approval of the North Atlantic Council (NAC), GEN Stanley McChrystal assumed his position as Commander, International Security and Assistance Forces (COMISAF), dual-hatted as Commanding General (CG), United States Forces-Afghanistan (USFOR-A). On June 26, 2009, GEN McChrystal, under his CG, USFOR-A hat, was directed by the Secretary of Defense, through the Commander, U.S. Central Command, to provide a multidisciplinary assessment of the situation in Afghanistan within 60 days.

During the conduct of the assessment, GEN McChrystal issued a series of directives that refocused ISAF forces. His July 1 Tactical Directive ordered ISAF forces to refocus their efforts toward an "operationally imperative goal" of gaining and maintaining the support and control of the Afghan population. This directive tasked leaders at all levels with scrutinizing and limited the use of force against locations likely to produce civilian casualties. His subsequent Partnering Directive, of August 24, provided guidance for ISAF to conduct embedded partnering with the Afghan National Security Forces from the ministries to the platoon level. On August 26, COMISAF issued his Counterinsurgency Guidance, stating that "protecting the people is the mission." The guidance noted that the conflict will be won by persuading the population, not by destroying the enemy. This guidance represents a significant departure from the manner in which the conflict has been fought to date.

COMISAF issued his Initial Assessment to the Secretary of Defense on August 30, 2009. The report assessed the overall situation, reviewed plans and ongoing efforts and highlighted his revisions to operational, tactical, and strategic guidance and suggested revisions to the Afghanistan strategy. COMISAF stated that there is an urgent need for a significant change to our strategy and the way that we think and operate. He emphasized that Afghanistan is a different kind of fight where the United States and NATO are operating in a uniquely complex environment. He suggested that three regional insurgencies have intersected with a dynamic blend of local power struggles in a country damaged by 30 years of conflict creating a situation that defies simple solutions or quick fixes. COMISAF called for shift in our strategy towards supporting the population. The strategy recognizes that the Afghan people are a critical component in this complex struggle. Gaining their support is vital, but progress is hindered by a resilient insurgency and a crisis of confidence in the government and the international coalition.

2.5.1: ISAF Joint Command

As part of his assessment, GEN McChrystal recognized a need to make changes in the ISAF command structure to provide more effective unity of command. Based on his recommendation, on August 4, 2009, the NAC approved a new command structure for Afghanistan to address a mission that has become more complex since the original ISAF command structure was established. The ISAF Joint Command (IJC) was created as an intermediate, three-star command. The IJC Commander will focus on implementing and coordinating the day-to-day combat operations on the ground in Afghanistan in addition to coordinating civilian-military efforts at the regional command level with Provincial Reconstruction Teams (PRT). This change will allow the four-star COMISAF headquarters staff to focus on long-term strategic issues, including engagement with the Afghan government and coordination and integration of international civilian-military contributions at the national level to ensure a comprehensive approach to the campaign in Afghanistan. This command structure is similar to the structure used by multi-national forces in Iraq. We expect initial operational capability (IOC) for the IJC by November 2009.

A second component of the new command structure will be the NATO Training Mission-Afghanistan (NTM-A), approved by the NAC on April 4, 2009. NTM-A is designed to bring the international train and equip mission under a single command. NTM-A will be commanded by a U.S. three-star, dual-hatted as CG, Combined Security Assistance Transition Command-Afghanistan (CSTC-A). NTM-A will transition the ANSF mentoring mission, and command and control of the associated Operational Mentoring and Liaison Teams (OMLT) and Police Operational Mentoring and Liaison Teams (POMLT) to the IJC. Combining the command of operational forces with control over training and mentoring operations will be crucial to implementing two of COMISAF's recommendations: improving unity of effort and command, and improving effectiveness through embedded partnering.

2.6: Integrated Civilian-Military Campaign Plan (ICMCP)

In August 2009, Ambassador Eikenberry and General McChrystal signed the *United States Government Integrated Civilian-Military Campaign Plan for Support to Afghanistan*. The Integrated Civilian-Military Campaign Plan for Afghanistan provides guidance from the U.S. Chief of Mission and the Commander of U.S. Forces-Afghanistan to U.S. personnel in Afghanistan on the manner in which civilians under Chief of Mission authority will coordinate with U.S. Forces under CDRUSCENTCOM authority to execute governance and development

efforts. Civilian-military cooperation is integral to success in Afghanistan, as the climate requires simultaneous planning, coordination, and integration of combat operations and reconstruction activities in order to separate the population from the insurgency and create a legitimate, stable Afghan government. The plan represents the collaborative effort of all the United States Government (USG) Departments and Agencies operating in Afghanistan and the range of different equities, resources, and approaches. Furthermore, the plan is based on close collaboration with ISAF, as well as the United Nations Assistance Mission in Afghanistan (UNAMA) and partner nations and aims to develop a more effective and better coordinated civilian-military strategy. The document includes seven core principles to guide the plan's execution:

- Create Afghan leadership, capacity, and sustainability;
- Action is required at all levels, particularly at the sub-national level;
- Unity of effort comes through true integration;
- The international community is a key partner;
- Giving guidance, resources, and authority at the right levels;
- Progress must be visible and measurable; and
- Our actions must embody and foster accountability and transparency.

In addition to the seven core principles the ICMCP identifies eleven key Counter-Insurgency "Transformative Effects".

- Population security
- Elections and Continuity of Governance
- Expansion of Accountable and Transparent Governance
- Claiming the Information Initiative
- Access to Justice
- Action Against Irreconcilables
- Creating Sustainable Jobs
- Agricultural Opportunity and Market Access
- Countering the Nexus of Criminality, Corruption, Narcotics and Insurgency
- Government and Community-led Reintegration
- Border Access for Commerce Not Insurgents

The strategies to implement these effects and promote transformation cut across Security, Development, Governance, and Information operations and are specifically designed to reduce stove-piped international efforts. Each strategy lays out tangible objectives, starting with visible, measurable progress by 2010 that demonstrated to the Afghan people that they can rely on positive momentum towards stability, protection from the insurgency, and more accountable and capable government. U.S. Government efforts must influence the population's decision to resist the insurgency and support the government while reducing their sense of vulnerability, dissatisfaction and opposition. The U.S. Government will give particular priority to the first two transformative effects, population security and elections, continuity and expansion of accountable, transparent governance.

The ICMCP provides a framework for all U.S. Government employees working in Kabul and the field. This plan is supported by a planning and decision-making process that is designed to ensure maximum feedback between the field and headquarters.

Although the plan represents a change in operational focus towards better civilian-military integration, the plan is not as important as the implementation and execution of an integrated campaign. At this time it is too early to assess whether we are achieving the goals of the plan. We will offer an assessment of civilian-military integration for operations in Afghanistan in the next iteration of this report.

2.6.1: Senior Civilian Representatives

The Department of State, in collaboration with ISAF and USFOR-A, created the positions of U.S. Senior Civilian Representative (SCR) to establish a structured civilian presence throughout the country. The SCR structure is designed to achieve U.S. Government, and ultimately NATO, non-NATO, civil-military unity of effort, from the national to the sub-national levels. SCRs will coordinate and direct the work of all non-DoD, U.S. civilians, ensure coherence of political direction and developmental efforts, and execute U.S. policy and guidance. Serving as the U.S. civilian counterpart to Regional Commanders, senior coalition civilians, and senior Afghan government officials, SCRs will oversee sub-national-level U.S. program execution and evaluation, engage with Afghan officials and provide inputs to regional development assistance priorities. Furthermore, they will provide foreign policy and area advice to military commanders and in turn receive advice on security issues. SCRs will first be assigned to RC-S and RC-E, with the future possibility of additional SCRs assigned to RC-N and RC-W. An update on this development will be included in the next iteration of this report.

In addition to increased U.S. civilian presence at Regional Commands, U.S. brigade headquarters (HQ), and Provincial Reconstruction Teams (PRT's), ISAF and the U.S. Embassy have agreed to establish District Support Teams (DSTs) in 20 critical districts in the South and East. These teams are comprised of personnel from the military maneuver unit responsible for the district and three to four civilian experts assigned through the SCR.

Section 3: Afghanistan National Security Forces (ANSF)

The ANSF remains on pace to meet 2009 objectives for assigned and trained personnel. However, Afghanistan National Police (ANP) growth and quality remain an area of significant risk. ANSF growth in both quantity and quality is the central tenet of our efforts towards enabling Afghans' ability to assume security responsibility in the four-step process of clear-hold-build-transfer. There are significant hurdles the Afghan Government must overcome to achieve ANSF goals. Further, U.S. and international efforts must improve to increase ANSF capabilities in certain key areas, most notably in rectifying the shortage of mentors to partner with the ANSF in combat and policing operations. President Obama's objective of a self-reliant security force capable of taking the lead role in the counter-terrorism fight with reduced assistance from international forces, along with General McChrystal's new strategic focus on partnering with the ANSF will be the drivers to accelerate ANSF development. The information below provides an overview of the ANSF. The semi-annual report to Congress, *Plan for Sustaining the Afghan National Security Forces (ANSF)*, to be submitted on April 28, 2010, will provide greater detail.

3.1: ANSF Budget

CSTC-A receives funding through the Afghan Security Forces Fund (ASFF) to build, equip, train, and sustain the ANSF. The Fiscal Year (FY) 2009 ASFF request totaled \$5.6 billion, including \$4.0 billion for the Ministry of Defense including the Afghan National Army (ANA) and Afghan National Army Air Corps (ANAAC), \$1.5 billion for the Ministry of Interior, including the ANP, the Afghan National Civil Order Police (ANCOP), Afghan Border Police (ABP) and Specialty Police, and \$68.0 million for related activities, including the training and operations of ANA Detainee Operations and Counterinsurgency (COIN) activities.

In addition to U.S. funding, the U.S. Government has encouraged NATO Allies to contribute to a NATO ANA Trust Fund. The funds from the NATO ANA Trust Fund initially were dedicated to providing equipment and transportation. In April 2009, the Trust Fund was expanded to allow funds to be used for long-term sustainment of the ANA. As of September 30, 2009, six NATO countries had contributed a combined total of €5,818,013 or roughly \$7.8 million.

A third funding mechanism for the ANSF is the Law and Order Trust Fund Afghanistan (LOTFA). LOTFA is a key initiative that seeks to cover all reasonable costs associated with the start up and operational needs of the police forces in Afghanistan. This should be achieved by remunerating the ANP and reimbursing and funding police related activities to help underscore the return to law and order across the country. Several countries have contributed significantly to this fund, notably the Japanese in 2009, who donated \$125 million to the fund.

ANSF development efforts are conditions-based; therefore, it is not possible to provide a reliable estimate of a long-term ANSF budget. However, there are significant concerns about the long term sustainability of the ANSF and the ability of the Afghan government to pay for forces without continued international assistance. Thus, the U.S. Government, particularly the State Department, is working directly with the Afghan government to identify additional future revenue sources. For example, the State Department is working with the Afghan government to secure and control border crossings in order to effectively collect revenue. Recognizing that the Afghan government will not have the capability to fund present force levels into the near future, the United States is continuing to seek international financial support, particularly looking to secure trust fund donations for the next five years.

3.2: ANSF Growth

Although affected by recruiting and retention issues, the ANSF have grown substantially during this reporting period. Figures 8 and 9 illustrate this growth including MoD growth from approximately 86,000 to 93,000 and MoI forces growth from approximately 81,000 to 92,000.

CSTC-A, in coordination with the MoI, moved rapidly in April 2009 to implement an immediate Tashkil (the Afghan term for manning document) increase of 4,800 ANP forces in order to assist with election security in Kabul. Achieving the goal for this ANP increase required recruitment, vetting, training, and fielding, all of which were successful.

However, the second phase of ANP growth, approved in June 2009, was less successful. This phase called for 10,000 additional ANP for election security throughout key provinces in the country. Poor recruitment and increased attrition significantly hindered achievement of the planned growth. In addition, CSTC-A discovered weaknesses in both availability of facilities and instructors as the number of recruits exceeded the training base capacity. Thus, only three weeks of training prior to the election were given, with an additional five weeks of training to

take place post election. The Afghans were able to recruit approximately 13,500 of the combined goal and approximately 6,500 of those were fully trained prior to the elections, with an additional 6,867 partially trained.

CSTC-A is now in the process of ensuring that all of the ANP that were brought on have completed the full training course including the final 5-week program.

Figures 8 and 9 depict ANA and ANP force levels during the reporting period.

Figure 8: ANA Forces, April-October 2009

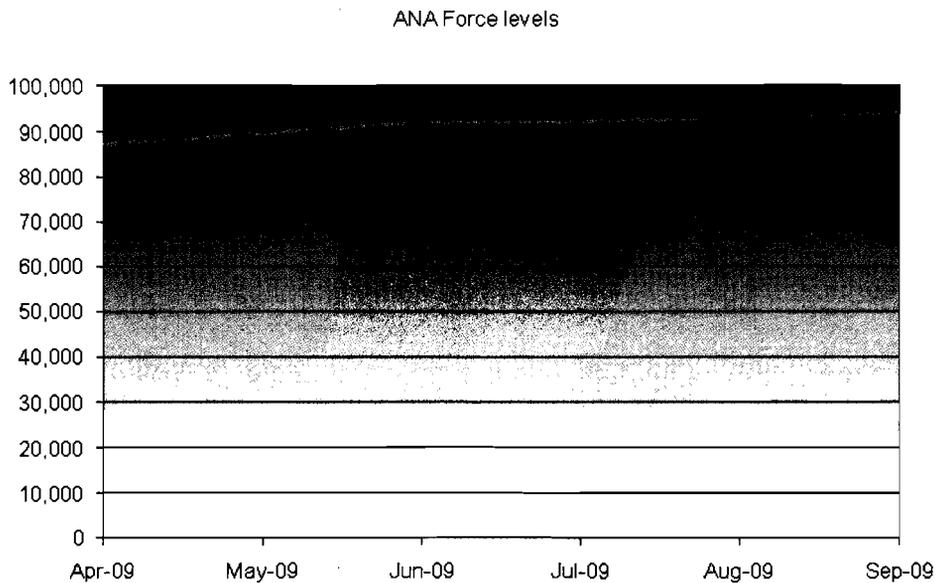
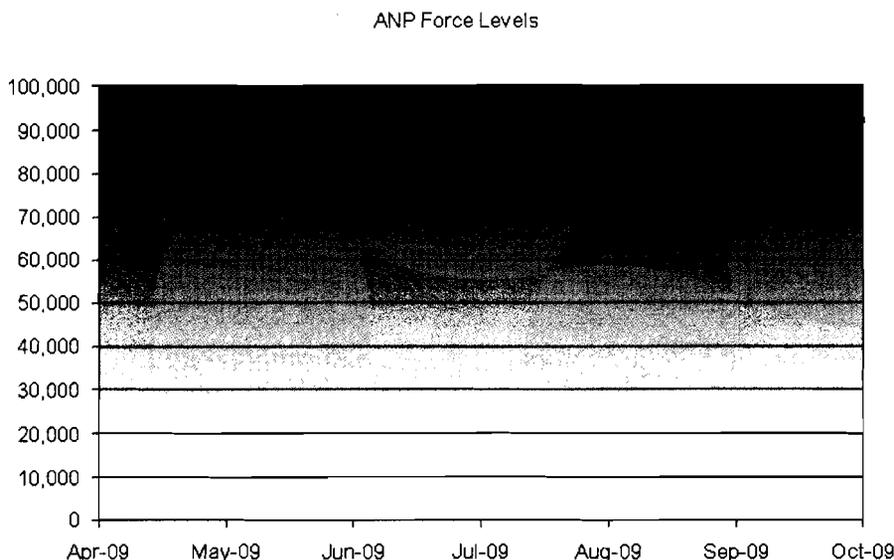


Figure 9: ANP Forces, April-October 2009



3.3: International Engagement and Coordination to Support the ANSF

At the annual NATO Summit in April, the United States and its Allies agreed to establish the NATO Training Mission – Afghanistan (NTM-A). As part of the stand-up effort, NATO Allies are currently finalizing a Combined Joint Statement of Requirements (CJSOR) to identify the financial and human resources necessary for providing sufficient training to the ANSF to meet growth and quality goals. The United Kingdom announced earlier this year that it would contribute to the NTM-A by leading the ANA’s Combined Arms Training School. Additionally, a number of Allies and partners are working with CSTC-A to establish 31 branch schools to provide advanced training to the ANA and ANP. The branch schools will be located throughout Afghanistan to provide specialized training in the various aspects of combat service support (CSS) (logistics, human resources, finance), combat support (CS) (engineers, signal, military police), combat arms (Infantry, Armor Artillery), and general service (legal, health service, religious and cultural advisory, intelligence).

3.4: Afghan National Security Forces Pay and Salary

The Afghan National Security Forces, with the assistance of CSTC-A and LOTFA, have made progress in the last twelve months reforming personnel pay processes in ways that improve speed and reliability of pay delivery, increase transparency and accountability, and encourage recruiting and retention in the ANSF.

The ANSF have achieved pay parity for the ANA and ANP for personnel with less than three years of service. In addition, in 2009, the ANP instituted rank reform that resulted in higher across the board salaries for the ANP (now on par with the ANA), and a proper balancing of ranks structure throughout the ANP. In addition to pay parity reform, the ANSF have also increased pay overall in order to encourage retention of security forces. However, a growing concern expressed by the World Bank and IMF is the increasing disparity between ANSF pay and the pay of other key government employees. Presently key government employees and

private security contractors are, on average, paid more than the ANSF. This issue has yet to be addressed by the Afghan government.

As noted in the last report, implementation of Electronic Funds Transfer (EFT), which pays personnel by direct deposit into bank accounts rather than cash payments, continues. Throughout the reporting period, the ANP has increased the percentage of personnel paid by EFT from 39 percent to 69 percent. The ANA has also increased use of this system from 27 percent to 57 percent.

An obstacle to across the board implementation of the EFT system is the lack of banks or ATMs in less secure areas of Afghanistan. Until there are facilities within a reasonable distance, the ANSF will not utilize EFT in that area. Progress in the past year to rectify this problem includes an increase from 5 to 23 bank branches on ANA installations and banking services now available in 30 of 34 provinces.

The testing of an alternative new technology, Roshan "m-Paisa", to support payroll began in select ANP districts in July 2009. This cell phone technology will provide a method of paying ANP and ANA through the use of a cell phone at Roshan-licensed merchants, utilizing a PIN.

In addition, the Afghan Ministry of Finance is in the process of testing a newly developed Centralized Payroll System (CPS). CPS will automate manual, repetitive functions inherent in the monthly payroll process to provide better internal control and auditing capabilities.

3.5: ANSF Equipment

In order to increase the effectiveness and capabilities of the ANSF, the United States and its allies continue to expand and enhance the maintenance, supply, and distribution capabilities of the ANSF. The ANA continues to prefer equipment from former Warsaw Pact countries over NATO standard weapons, with the exception of some short-supply Crew Served Weapons (M240, M249), which have long lead times for procurement. The ANP remains equipped with former Warsaw Pact weapons. In response to a marked increase in ANP IED related fatalities, the ANP will receive approximately 3,500 Up-Armored HMMWVs (UAH) over the next fiscal year to replace the Light Tactical Vehicles in current use. To date, the ANSF has 3,244 UAHs fielded across the ANA and ANP.

3.6: Ministry of Defense (MoD)

The MoD and Afghan General Staff (GS) are progressing well. As of September 2009, 2,689 personnel were assigned to the MOD and GS of the 3,246 authorized on the Tashkil. The MoD and GS have increased their capabilities, and, as of September 23, seven departments within the MoD were at Capability Milestone (CM) -2, including the Office of the Minister of Defense, the Inspector General, and the Budget and Finance offices. Twenty-four departments were at CM-3, and only one office, Reserve Affairs, was at CM-4.¹

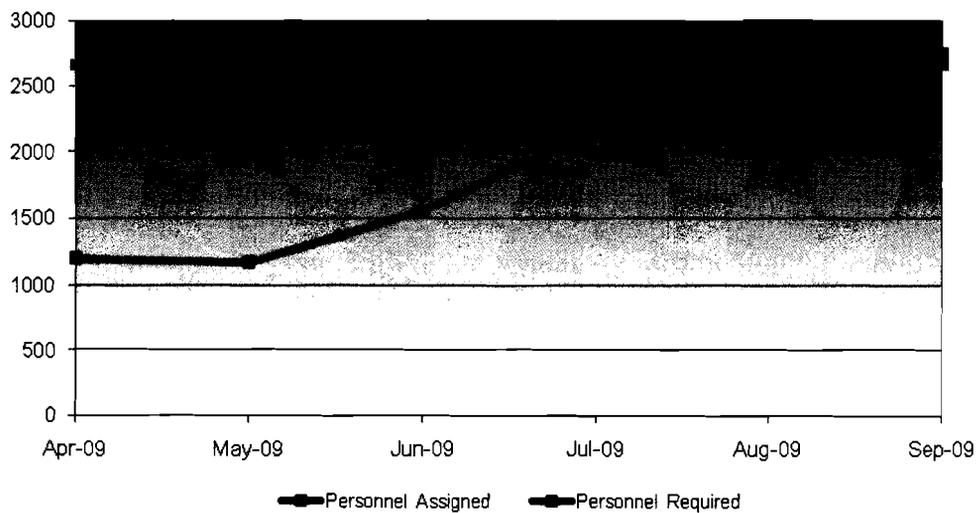
The ANA is presently scheduled to meet its approved end strength of 134,000 on or before October 2010. This target date is the result of an acceleration program designed to bring achievement of the 134,000 end strength forward from the previous target date of December 2011. This acceleration is being accomplished by focusing on the generation of an infantry-centric force and deferring development of certain enablers until after October 2010.

¹ CM-1: full operational capability; CM-2: lead with international forces support; CM-3: side-by-side; CM-4: formed, not-capable.

3.6.1: ANA Training

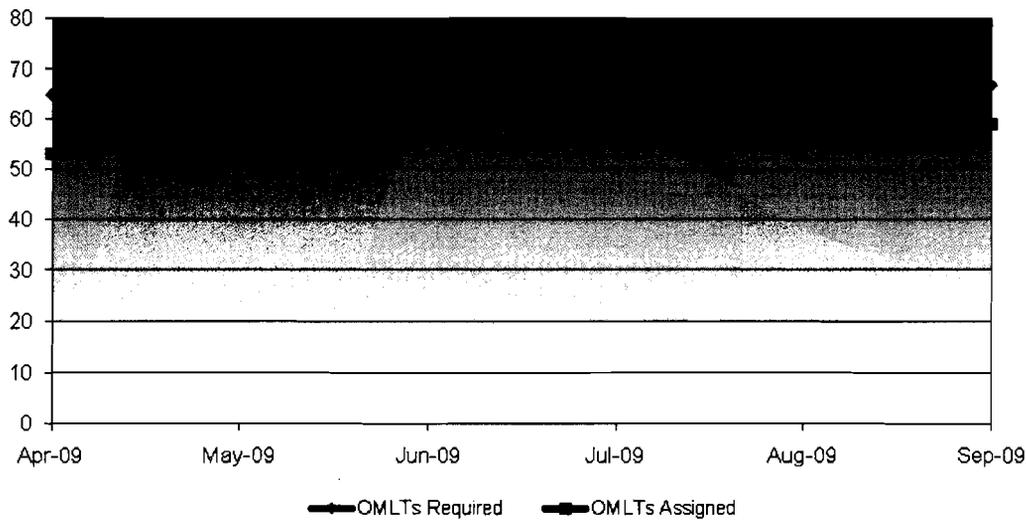
In the past few months the United States has significantly increased the number of forces supporting the training mission in Afghanistan. The increase to a total of 2,747 assigned U.S. personnel is illustrated in Figure 10. Providing mentors for the ANA is crucial to building an army that is capable of taking the lead for security in Afghanistan. Traditionally, the number of trainers has fallen short of the requirement. Recently, this shortage has been exacerbated by the need to increase the quantity of ANA even further. The United States is attempting to rectify this shortfall by providing additional forces. As part of the U.S. efforts to increase ANSF capabilities, approximately 4,000, out of the 17,000 total increase in U.S. forces approved in March 2009, will be assigned to train the ANSF.

Figure 10: U.S. ETT Personnel Required and Assigned, April-October 2009



However, although the United States has increased their number of trainers, additional contributions by NATO and other non-NATO countries of institutional trainers and operational mentoring teams are critical to success. NATO has not resourced all of the Operational Mentor and Liaison Teams (OMLTs) in Afghanistan that NATO agreed to fill, with only 56 out of the 67 committed, as depicted in Figure 11. In order to meet ANA growth goals in 2009, ISAF requires NATO to provide 75 OMLTs, increasing to 91 in 2010 and 103 in 2011. These required mentors are essential to implementing GEN McChrystal's strategy of embedded partnering and mentoring with the ANA. Without adequate trainers, the quality of the ANA and ANP will continue to lag.

Figure 11: ISAF OMLT, April-October 2009

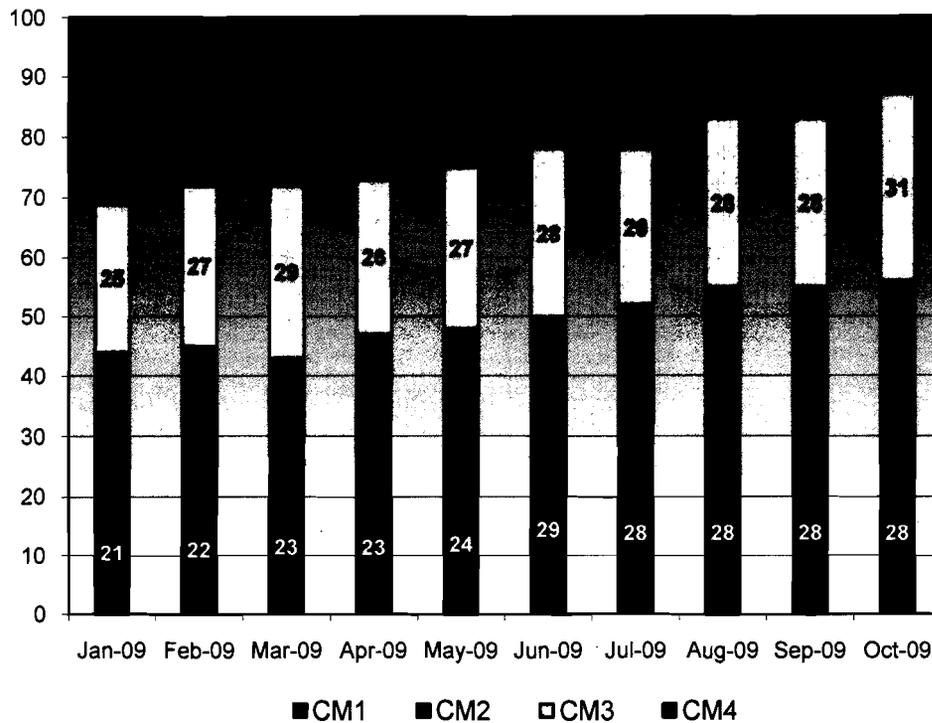


3.6.2: ANA Assessment

ANA unit readiness is gradually improving. Figure 12 provides an overview of Capability Milestone (CM) ratings for ANA units and identifies the number and readiness status for ANA units between January 2009 and October 2009. Improvements in command and control, training, and equipment readiness have increased several ANA units' CM ratings. However, it is important to understand fully what CM ratings measure and indicate. CM ratings simply depict the manning, training, and equipment of a unit. The correlation between CM ratings and operational capability to complete assigned missions is tenuous, and thus attempting to draw the conclusion that a CM rating is an indicator of the capacity for success in operations can be misleading. The actual ability of the ANA to plan and conduct operations with the assistance, and eventually without the assistance, of the international community remains to be seen. We expect to be able to assess the impact of the increased emphasis on partnered operations and embedded training by GEN McChrystal in the next reporting period.

The Afghan National Army Air Corps (ANAAC) is continuing to build its capabilities. At the end of August 2009 the ANAAC fleet consisted of twelve Mi-17s helicopters (3 for Distinguished Visitor (DV) lift), two I-29s, four AN-32s, and one AN-26. The ANAAC currently operates from Kabul, Gardez, Mazar-E-Sharif, and Kandahar. During the reporting period, the ANAAC took on a greater share of sorties for the ANA, and in the month of August, for example, flew 375 sorties, which included 3,856 passengers and 22,000 kg of cargo. The ANA is also preparing to increase their capabilities in the upcoming months by acquiring their first C-27 fixed-wing airlift aircraft. This is the first Western manufactured plane acquired for the ANAAC.

Figure 12: ANA Kandak CM Ratings, April-October 2009



3.7: Ministry of Interior (MoI)

Development of the MoI forces remains a challenge. Various systemic problems continue to plague the MoI, most notably the quality and quantity of recruits, with shortcomings in literacy, education, knowledge of rule of law, discipline, and commitment being only a few. Furthermore, the pervasiveness of tribal favoritism, coupled with an underdeveloped command structure, has hindered MoI progress significantly. Preliminary conclusions from current assessments of the ANP emphasize, among other things, the need for a stronger officer corps. Although there is still a focus on increasing the quantity of the ANP, it is equally important to develop the quality and capacity of the ANP to ensure longevity and success.

Minister of Interior Mohammed Hanif Atmar, appointed in November 2008, has attempted to increase accountability and implement crucial ministerial reforms during his time in office. Significant focus has been made on implementing an effective counternarcotics (CN) strategy and empowering the ANP intelligence capability to support CN activities. CSTC-A has assisted in developing mainstream police while DEA has provided support to developing the Counternarcotics Police of Afghanistan (CNPA).

Minister Atmar's vision for the ANP is to create a competent, professional, effective national police in the service of the people. To do this he has laid out six key priorities: 1) accelerating Focused District Development (FDD) (see 3.7.2) and other programs; 2) eliminating corruption; 3) improving police intelligence; 4) increasing the Tashkil; 5) securing key highways and cities; and 6) holding secure elections.

Minister Atmar has achieved many of these goals, most notably increasing the size of the ANP Tashkil and providing for a secure election in August 2009. He has also taken on several initiatives to combat corruption. One is the development of a Major Crimes Task Force (MCTF)

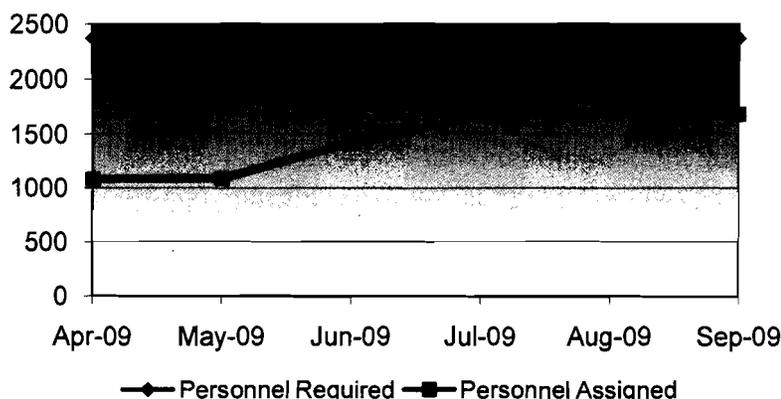
within the MoI in coordination with the Afghan Ministry of Justice. The MCTF will increase investigation capabilities within the MoI and allow it to investigate major corruption cases. The FBI and CSTC-A are both providing mentors for the MCTF.

Another significant initiative, which will commence in October 2009, is the Personnel Asset Inventory (PAI). This will build a database of all personnel in the ANP. The database will include biometrics information as well as weapon serial numbers and personnel information. Additionally, ANP members will be drug tested as part of the PAI. The ANP will begin conducting the PAI first in two provinces, Kabul and Kandahar.

3.7.1: ANP Training

On January 30, 2010 the majority of police training responsibilities will transfer from the current Bureau of International Narcotics and Law Enforcement Affairs (INL) contract to an agreement with the Department of Defense (DoD) and CSTC-A. Under the new arrangement, the Chief of Mission would continue to provide police program policy, oversight and broad direction, while CSTC-A would have overall responsibility for implementing the policy, including contracting and contract management. Presently, CSTC-A is coordinating with INL to ensure a smooth transition.

Figure 13: U.S. PMT Personnel, Required and Assigned, April-October 2009



There are currently about 2,375 personnel training ANP, including 182 international personnel provided as part of Police Operational Mentor and Liaison Teams (POMLTs), as noted in Figure 13.

3.7.2: ANP Focused District Development (FDD) Program Progress

The FDD, originally implemented in late 2007, is the cornerstone reform program for the ANP and has continued to reform the Afghanistan Uniform Police (AUP). Although anecdotally it has shown improvements in the quality of the ANP, it is still a relatively new program. As of September 23, 2009 65 ANP districts have gone through the FDD program and 8 have achieved CM-1. Twenty-two of the districts are at C-2, twenty-six are at C-3, and nine districts are at CM-4. With 365 districts in Afghanistan, there is still a significant portion of the ANP to cycle through the FDD program. The main limitation to increasing the number of districts going through FDD is the lack of police mentoring teams in country.

FDD has received increased support from the international community. As of August 2009, the international community was providing fourteen POMLTs for FDD efforts. This

includes three teams from Germany, two teams from Poland, two teams from the Netherlands, and one team from Canada.

The MoI and CSTC-A are implementing a modified FDD program for police precincts in Kabul City called Capital Jump Start. This includes the same basic Program of Instruction (POI) as FDD. As of September 23, four of the twenty precincts were at CM-1 and fifteen were at CM-2.

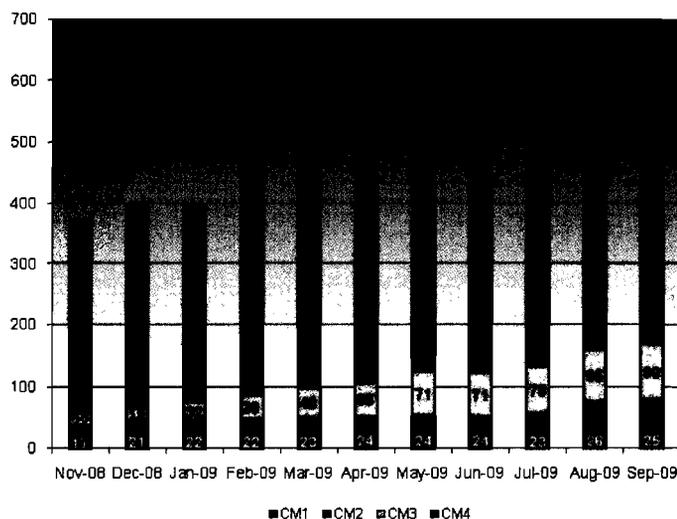
3.7.3: Focused Border Development Program Progress

CSTC-A has partnered with Combined Joint Task Force-82 (CJTF-82) and 101st Airborne Division units to provide Focused Border Development (FBD), to accelerate fielding of the Afghanistan Border Police (ABP). To date, the FBD program has trained 4,524 ABP. The total number of trained ABP represents five training cycles resulting in 28 out of 52 companies in RC-East, nine out of nineteen companies in RC-North, and five out of 36 companies in RC-South trained. FBD Cycle 6 is ongoing.

3.7.4: ANP Assessment

Figure 14 illustrates progress in district ANP and specialized unit CM ratings between November 2008 and September 2009. From April to July the number of CM-1 units increased by one to twenty-five. The number of CM-2 units increased over 100% from 27 to 53. However, as with the ANA, the utility of the CM rating system is limited to measuring the number of troops trained, equipped, and present for duty. The CM system does not effectively measure the quality of performance of the ANP. This is a significant risk and will be revisited over the coming year.

Figure 14: ANP CM Levels, April-October 2009



3.7.5: Afghan Public Protection Program (AP3)

The AP3, initiated in March of 2009 as a pilot program, has continued to contribute to the overall COIN campaign in Maydan-Wardak Province. As just one component of the coalition effort to restore security to Wardak, the AP3 seeks to (1) improve local security, (2) deny insurgents support, and (3) extend Afghan government legitimacy. As of August 20, 2009, 548

“guardians” have gone through training and have been emplaced in their communities. The twenty-one day training program held at Mehter Lam ANP Regional Training Facility in Laghman Province focuses on an array of topics ranging from Rule of Law, Human Rights, the Afghan Constitution, Use of Force, Checkpoint and Site Security, and IED Detection. Anecdotal evidence suggests that AP3 has improved security in the areas of operation. However, the program has not been in place long enough for a robust analysis. Refer to the classified annex for further information.

3.7.6: Biometric Data Collection

CSTC-A’s role in mentoring, equipping and advising the ANP is to assist the ANP in developing a robust process for police training that establishes a trustworthy police force. Part of this robust process includes the collection and input of biometric data from each ANP officer into a database. Collection of biometric data occurs primarily at the Regional Training Centers. Here, basic identifying information (including name, kinship, and home province) is collected, and a health assessment is conducted to identify the candidates’ suitability for the police force. Most importantly, the ANP takes fingerprints, handprints, photos, and iris scans and compare this biometric information to a national database for criminals. This process assists in deterring criminals and insurgents from attempting to join the ranks of the ANP. The goal is to ensure that the ANP is recruiting trustworthy people that will serve loyally and not add to corruption but rather combat and decrease corruption and prevent criminal/insurgent infiltration within the ranks of the ANP.

Section 4: Governance

4.1: The Afghan Presidential Elections

The Afghan presidential and provincial elections took place on August 20, 2009. In the lead-up to the elections, insurgents launched high-profile attacks in a concerted intimidation campaign against the civilian population in an effort to disrupt voting. On Election Day, insurgents launched 135 attacks throughout the country and killed twenty-six civilians. Approximately 11 percent of polling stations were closed due to security concerns, and observers noted that voter turnout was low in the South and East of the country, predominantly in areas with a high incidence of violence and poor security prior to Election Day.

Following the election, there were widespread claims of fraud. In September, the Afghan Electoral Complaints Commission (ECC), the body responsible for investigating allegations of electoral fraud, quarantined ballots from approximately 600 voting stations in the Ghazni, Paktika, and Kandahar provinces due to what the ECC described as “clear and convincing evidence of fraud.” The ECC is working with the Independent Electoral Commission (IEC) to conduct an audit and recount of polling stations where initial results show high electoral irregularities. As of September 26 the IEC had released preliminary results for 30 of the country’s 34 provinces in the provincial council elections.

In order for President Karzai to be declared the victor, without requiring a runoff, he must win 51 percent of the vote. It is unclear at the time of this report whether a runoff will be necessary. However, the United States and the international community are proceeding with

plans for a potential runoff, including maintaining U.S. and international forces in place to support a runoff election.

4.2: Government Capacity-Building Programs

Governance capacity is essential to developing an independent, sustainable Afghanistan. The Taliban have continued to exert their influence and gain support from the Afghans largely because of their ability to offer a form of governance, particularly the resolution of disputes, to the Afghan people. With the breakdown of tribal structures and governance in traditional Afghan society a vacuum has been created that the government does not currently have the capacity to fill. Recognizing this gap and seizing on the opportunity to provide for the Afghans, and in turn gain their support, the insurgency continues to act as arbitrator for local disputes, listening to complaints and rendering judgments. It is essential to build the governance and justice sectors of the Afghan government quickly to counter Taliban efforts to undermine the Afghan government.

In an effort to build necessary governance capacity, on August 31, 2009, Ambassador E. Anthony Wayne, Coordinating Director of Development and Economic Affairs at Embassy Kabul, launched a \$21.5 million program that works in partnership with the Independent Administrative Reform and Civil Service Commission (IARCSC) to train more than 15,000 civil servants in five core public administration functions across all 34 provinces over the next 18 months. Through the project, the IARCSC aims to equip provincial civil servants with the right skills and tools so that ministries can move decision-making and resources closer to the Afghan people, removing bottlenecks and enabling sub-national government officials to be more efficient and responsive. The program will hire and develop a cadre of trainers in the Civil Service Institute in Kabul and regional training centers to build the capacity of ministry employees in human resource management, financial management, project management, strategic planning, and procurement.

In August 2009, the U.S. Ambassador to Afghanistan and the United States Agency for International Development (USAID) Mission Director met with the Minister of Rural Rehabilitation and Development; the Minister of Agriculture, Irrigation, and Livestock; the Minister of Education; the Minister of Health; and the Director of the Independent Directorate for Local Governance (IDLG) and agreed to establish the District Delivery Working Group (DDWG). The purpose of the DDWG is to ensure a visible GIRoA presence on the ground in post-conflict districts and to deliver services based on the immediate needs of the communities. The Afghan Government established four primary objectives for the DDWG to achieve:

- The establishment of a cross-ministerial government presence in rural districts that have been recently secured as a result of military operations;
- The delivery of services to the rural population through an integrated package of activities that include both governance and development;
- Sufficient capacity of government staff at the district level to deliver these services; and
- Afghan leadership guiding the process, with support from the international community.

These activities will create a foundation of stabilization and prepare the districts for the re-introduction of national programs. In mid-October, the DDWG delegation will visit Lashkar Gah and the Nawa District Center in Helmand Province. Detailed talks are planned with Afghan Provincial and District officials, as well as with Lashkar Gah PRT officers.

4.3: Corruption

Corruption remains a critical challenge to achieving U.S. objectives. Levels of corruption showed little reduction during the reporting period. The persistent problem of corruption undermines security and reconstruction efforts, as it diminishes the populations support for the government and in turn the legitimacy of the Afghan government. The August elections only served to illustrate further how severely widespread fraud de-legitimizes the Afghan government. It is imperative that the Afghan government use election monitoring bodies, such as the Electoral Complaints Commission (ECC) and the Independent Electoral Commission (IEC), to determine the extent of the fraud and develop a plan for proceeding with runoff elections, if necessary.

Although corruption is still a major problem, positive developments in fighting corruption have been made during the reporting period. The most significant advance has been in the Ministry of Finance, where the Minister has vigorously fought corruption, by dismissing personnel who were involved in the illegal siphoning of government revenues, the Minister has been able to slowly improve revenue collecting numbers leading to an increase in government revenues.

Other anti-corruption initiatives include the Attorney General's Anti-Corruption Unit (ACU) and the Major Crimes Task Force (MCTF). Both initiatives are closely mentored by law enforcement and prosecutorial elements of the Department of Justice, with other strong interagency support including State and INL. If supported by words and actions of Afghan government senior leaders, the ACU and MCTF will enable the Afghans to target and prosecute significant corruption cases within Afghanistan.

4.4: Human Rights

Despite setbacks, the United States continued to work to improve human rights during the reporting period. In June 2009, Ambassador Eikenberry and Ambassador-at-Large for Global Women's Issues Melanne Verveer announced the start of the Ambassador's Small Grants Program to support gender equality in Afghanistan. Launched at a joint press conference with Afghan Deputy Minister of Women's Affairs Syeda Mojgan Mostafavi, this three-year, \$26.3 million program will provide technical assistance and small grants to women-focused Afghan Non-Governmental Organizations (NGOs) in accordance with the National Action Plan for the Women of Afghanistan. Working in coordination with the Afghan Ministry of Women's Affairs, the Ambassador's Small Grants Program will increase gender equality and build the capacity of women-led civil society organizations to deliver services to Afghan citizens. The program will offer flexible, rapid response grants to NGOs that address the needs of Afghan women in the areas of education, health, skills training, counseling on family issues, and public advocacy.

Section 5: Reconstruction and Development

5.1: Gross Domestic Product, Inflation, and Government Revenue

According to the International Monetary Fund (IMF), Afghanistan's gross domestic product is projected to grow by approximately nine percent in the 2009/2010 fiscal year and

seven percent in the 2010/2011 fiscal year. The IMF projects relatively low inflation for 2009 and 2010, at 5.5 percent and 5.4 percent, respectively. According to the Afghan Ministry of Finance, in the first quarter of the Afghan solar year 1388 (March 2009-March 2010), monthly government revenue collection increased by nearly 70 percent from the same period the previous year. The Ministry of Finance has predicted that total annual government revenue collection would surpass the IMF target of \$1 billion.

5.2: Regulatory Framework and Private Sector Development

The Afghan Minister of Commerce Wahidullah Shahrani has announced plans to streamline and reform procedures for business licensing in order to support development of the private sector. Once the plan is implemented within the Commerce Ministry, Minister Shahrani intends to expand the effort to other Afghan ministries that issue business licenses. The Ministry of Agriculture, Irrigation, and Livestock is working similarly to simplify the process for leasing government-owned land.

The World Bank, the Asian Development Bank, and the United Nations Development Programme have introduced programs to boost the attractiveness of the Afghan investment environment. Through the World Bank’s Afghan Investment Guarantee Facility (AIGF), investors are insured against losses arising from transfer restriction, expropriation, civil disturbances, and breach of contract. The World Bank also runs the Private Sector Development Project (PSD), which aims to bring water, electricity, and communications to a larger area to encourage private sector development.

The financial sector in Afghanistan has made significant progress in establishing a market-based system for access to credit in rural areas. With U.S. assistance, financial services are expanding to meet agricultural market needs and demonstrating the feasibility and profitability of lending to small enterprises. Afghanistan’s financial sector currently hosts 17 commercial banks cooperating 244 branches in 27 provinces. These banks have lent \$972 million to over 42,000 clients. In addition to the traditional banks, 16 microfinance institutions affiliated with the U.S.-supported Microfinance Investment Support Facility for Afghanistan are currently providing Afghans, including farmers and agribusiness, with access to capital. The United States continues to promote access to credit in rural areas. By providing technical assistance to four commercial banks, the United States helped individuals and enterprises in key agricultural value chains secure 1,700 loans.

5.3: Economic and Social Indicators of Progress

Table 1: Economic and Social Indicators, 2009

Poverty and Unemployment	
Unemployment Rate	40 percent
Population Below the Poverty Line	53 percent
Communications	
Wireless Phone Subscribers	9.5 million
Installed Landlines	50,000
Energy	
Installed Electrical Capacity	700 megawatts
Transportation	

Roads Built	3,000 km
Percentage of Ring Road Complete	72 percent
Health	
Population with access to basic health care	80 percent
USAID-Trained Health Care Workers	17,000
Clinics constructed/rehabilitated by USAID	670
Education	
Students Enrolled in School	7 million
Percentage of female students	33 percent

5.4: Agriculture

Agriculture in Afghanistan recovered from the drought-induced shortages of 2008 with production levels of staple crops in 2009 well above those of the previous year. According to the GIROA, wheat production averaged 5.1 metric tons (mt) per hectare (ha) with a yield of close to 2 mt/ha, which was an improvement over last year.

In July 2009, the United States announced a new strategy to support agricultural development in Afghanistan. The strategy includes initiatives to improve agricultural productivity, finance, and marketing in addition to capacity-building in the Ministry of Agriculture.

In addition, U.S. road construction programs have benefitted agriculture in Afghanistan. As an example, USAID's efforts to repair roads in Badakhshan province, between Baharak and the district center of Shohada, have reduced travel time by 45 minutes. The drive from the village of Shashpol to Baharak takes only 20 minutes, down from 1.5 hours. Before the road was improved, a farmer had to pay \$40 to get his crop to market in an all-terrain vehicle or use pack animals. Now the same trip can be made in a car for \$4, transporting crops safely and efficiently, with a significant reduction in the spoiling of products. In 2009, Baharak merchants will send an estimated 2,000 tons of walnuts to both Kabul and overseas markets up from just 270 tons sold to Kabul in 2008. The takeaway is that the agricultural production is tied to infrastructure development; when both improve, they become helpful parameters to economic security.

5.5: Provincial Reconstruction Teams (PRTs) and Civilian Staffing

The United States leads 12 out of 26 PRTs in Afghanistan. U.S.-led PRT efforts are funded through DoD Commanders Emergency Response Program (CERP), complemented by USAID-funded development programs. CERP funds are not used to cover PRT operating costs. Table 2 indicates PRT locations, funding distributed to each of the PRTs for FY 2009, and military and civilian staffing of each PRT. The PRT FY 2009 funding numbers include CERP funds plus U.S. Government and international contributions to the PRTs for reconstruction and development projects. The individual province strategies and objectives remain unchanged from the previous report. Military command and control arrangements for the PRTs also remain unchanged. However, Embassy Kabul and ISAF have agreed to a new integrated decision-making chain that modifies the reporting chain for civilians in PRTs. Civilians now report to Task Force senior civilians who in turn report to the Senior Civilian Representative (see section 2.6.1).

Table 2: U.S.-led PRT locations, funding, and military and civilian staffing, 2009

PRT/ Province	1 st Qtr FY 2009 Non-CERP Funding	CERP* Obligated as of Sept. 30 th	Military		Civilian					
			Auth	O/H	DoS		USAID		USDA	
					Auth	O/H	Auth	O/H	Auth	O/H
Bagram / Kapisa	\$11,087,025.00	\$50,769,467	63	63	1	0	1	1	1	1
Farah	\$5,446,417.00	\$9,434,515	99	96	1	1	1	1	1	1
Paktya	\$2,993,000.00	\$48,042,399	88	81	1	1	1	1	1	1
Ghazni	\$32,306,067.00	\$24,583,192	84	81	1	1	1	1	1	1
Khowst	\$18,004,799.00	\$10,913,684	88	86	1	1	1	1	1	1
Konar	\$53,297,667.00	\$19,052,953	85	82	1	1	1	1	1	1
Laghman	\$72,687,950.00	\$33,194,154	85	81	1	1	1	1	1	1
Nangarhar	\$21,820,334.00	\$58,991,842	88	81	1	1	1	1	1	1
Nuristan	\$24,686,202.00	\$13,115,828	88	84	1	1	1	1	1	1
Panjshir	\$6,851,425.00	\$27,323,077	55	55	1	1	1	1	1	1
Qalat/ Zabul	\$2,263,000.00	\$10,874,787	99	92	1	1	1	1	1	1
Paktika	\$5,948,098.00	\$24,918,663	88	83	1	1	1	1	1	1
TOTAL	\$273,533,056.00	\$331,214,561	1,010	965	12	11	12	12	12	12

* CERP data included in the table reflects money obligated for the Province, not specifically the PRT. While in many cases the money was obligated for reconstruction and development projects executed by the PRT, not all CERP money was used by the PRT. However, in each province PRTs are included in the decision-making process for all reconstruction and development activities.

The Department of State set forth a strategy in March to increase civilian expertise in country – specifically with the objective of quadrupling the 125 field positions. This is a whole-of-government approach: six agencies (the Department of State, U.S. Agency for International Development, U.S. Department of Agriculture, Drug Enforcement Agency, Federal Bureau of Investigation, and Department of Homeland Security) in the field; ten agencies in Kabul. Presently, there is slightly more than a quarter of the approved 421 civilian personnel increase in country. The United States is on track to meet the goal of 421 by December 2009. These personnel are being deployed to Kabul and sub-nationally to task forces, provinces, and districts. All civilians receive extensive training for deployment in Afghanistan, as described in the previous report. Security and mobility for civilians, particularly at non-U.S. PRTs, remain significant concerns.

The increase in civilian staffing, which began in late summer 2009, has improved the consistency of civilian presence at the sub-national level, which was affected by insufficient personnel, misalignment of rotations, and leave requirements. However, although there have been improvements, with the increase of forces there remains a growing need for civilian staff.

As civilian presence at the sub-national level increases, the requirements for life-support, mobility, and security also grow. The efforts of civilians are significantly undermined when they are unable to travel to meet with their Afghan counterparts, engage with the local population, and monitor projects. The Embassy and ISAF are engaged to develop a detailed plan to determine the placement of civilians and how their support requirements will be met. Of particular concern are those requirements for personnel in non-U.S. Government PRT's. To address this issue, the

Department of State is currently negotiating Memorandums of Understanding (MOUs) with lead nations of international PRTs.

5.6: International Engagement

On July 29, 2009, international donors to the Afghanistan Reconstruction Trust Fund (ARTF) convened with Afghan government representatives for the first quarterly meeting of the Afghan solar year 1388. At the meeting the two sides agreed to a final incentive structure that replaces automatic budget support with support based on rewarding the Afghan government for meeting reform and revenue generation benchmarks. The new incentive structure is budgeted for \$60 million and will potentially increase discretionary spending on the part of the Afghan government. The agreed benchmarks fall under three broad themes, with three benchmarks per theme. The themes are: sustaining domestic revenues; improving public sector governance; and, enabling private sector development. The World Bank will report on the Afghan government's performance in meeting the benchmarks in December 2009. Between March and July 2009, international donors contributed approximately \$157 million to the ARTF.

Also in July 2009, the United Nations Assistance Mission to Afghanistan (UNAMA) and the U.S. Embassy Kabul hosted a donor meeting to encourage increased contributions to Afghanistan and better coordination of reconstruction and development efforts. Attendees included Canada, India, Japan, Germany, the Netherlands, Norway, the United Kingdom, the Asian Development Bank, and the World Bank.

Finally, in September 2009, the leaders of key international allies requested a high-level international conference on Afghanistan, similar to the Bonn conference of 2001, to assess the status of current efforts and identify the direction of future efforts, including benchmarks and timelines for turning over responsibility for running the country to the Afghans.

5.7: Reconstruction and Development Oversight

Although there was considerable delay in release of the first report from the Office of the Special Inspector General for Afghanistan Reconstruction (SIGAR), there have now been a total of seven reports released on various aspects of reconstruction and development in Afghanistan. In May 2009, the SIGAR issued its first audit report on the contract oversight capabilities of CSTC-A. The report found that CSTC-A needed to improve its capabilities through more personnel, better training, and more site visits to contractor work locations.

Then in July, SIGAR published two reports, the first on strengthening Afghanistan capacity to support future elections and, the second, an assessment of management information systems that concluded that a better system is needed to promote information sharing, effective planning, and coordination of Afghanistan reconstruction activities.

Following in August, SIGAR released a focused report on actions needed to resolve construction delays at the counter-narcotics justice center.

Finally, in September, the SIGAR released three additional reports. The first was an assessment of the use of CERP funds in Afghanistan. The report assessed the extent to which internal controls for CERP ensure accountability for program funds. SIGAR reports that although DOD has established procedures to ensure control and accountability for CERP funds, weaknesses in monitoring and execution procedures remain. SIGAR acknowledged that DOD and U.S. Forces Afghanistan (USFOR-A) have taken steps to ensure funds are obligated for authorized uses during the CERP approval process; however, additional measures are needed to ensure adequate controls over the execution of CERP projects. SIGAR found that management

has limited visibility over CERP projects due, in part, to a lack of centrally retained physical project files and incomplete or absent electronic project records. In the report, SIGAR recommends that the Commander of USFOR-A develop and implement a process to collect and track information systematically on CERP projects; implement a solution for centralizing CERP records; and, develop and implement a plan to address the management of large-scale projects of \$500,000 or higher. USFOR-A partially concurred with the information presented in the report and described actions they are taking that are consistent with the SIGAR recommendations. The second report again revisited the elections process in Afghanistan, this time looking at strategy and resources needed to sustain Afghan Electoral capacity. The third, and final report, issued by the SIGAR during the reporting period took a further look at the Counter-Narcotics Justice Center, this time focusing on how documenting detention procedures will help ensure that the center is utilized as intended.

Section 6: Counter Narcotics (CN)

6.1: Strategy and Priorities

The United States has shifted from a five-pillar CN strategy to supporting the Afghan government's eight-pillar strategy, in order to align U.S. efforts more effectively with those of the Afghan government. The strategy's pillars include:

- international and regional cooperation
- institution building
- demand reduction
- public awareness
- alternative livelihoods
- interdiction
- justice sector reform
- eradication

The focus of U.S. CN efforts has shifted. The United States will support the Afghan CN strategy by increasing emphasis on alternative development and interdiction and decreasing its emphasis on eradication. As U.S. and international operations in the south provide increasing security, the new focus will provide increased assistance to the farmers and poor Afghans that bear the majority of the burden of eradication, and target the individuals and networks that enable and profit from the drug trade. Overall U.S. support for Afghan CN initiatives will increase, particularly for agricultural assistance, interdiction, law enforcement, public information, and reducing drug demand. The GIRoA leads eradication operations and has pledged to continue to conduct eradication operations independent of U.S. support.

6.2: Progress to Date

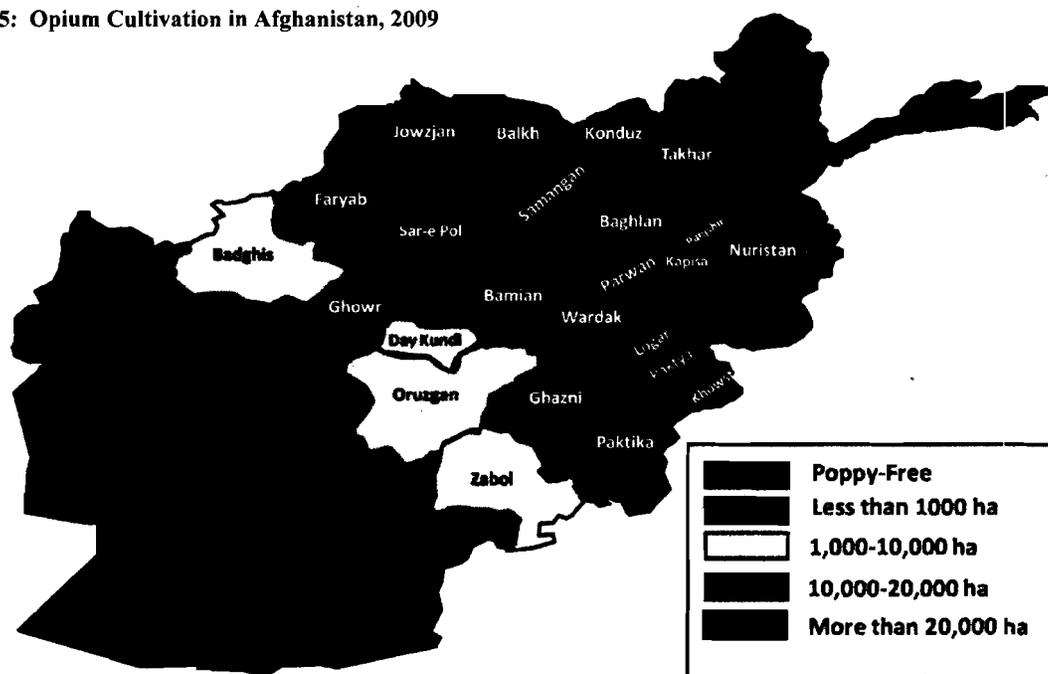
Total opium production in Afghanistan decreased for the second year in a row. According to a report² issued by the United Nations Office of Drug Control (UNODC) the area under opium cultivation in Afghanistan was 123,000 hectares (ha), a 22 percent decrease from 2008. UNODC estimates that 6,900 metric tons (mt) of opium were produced in 2009, a 10 percent decrease from 2008. Approximately 99 percent of the opium cultivation occurred in

² *Afghanistan Opium Survey 2009 – Summary Finding*; available: www.unodc.org

seven provinces in the south and west of the country. The seven main opium-producing provinces in 2009 are Helmand, Kandahar, Oruzgan, Day Kundi, Zabol, Farah, and Badghis. There are now 20 poppy-free³ provinces in Afghanistan, up from 18 in 2008. However, Nangarhar province lost its poppy-free status in 2009. Figure 15 illustrates opium cultivation levels in Afghanistan by province.

While poppy growth decreased during the reporting period it is important to note that there was an increase in the growth of cannabis. Anecdotal evidence suggests that the decrease in poppy growth does not reflect a decrease in the overall growth of narcotics, as data suggests that farmers who have stopped growing poppy have switched to growing cannabis during the reporting period.

Figure 15: Opium Cultivation in Afghanistan, 2009

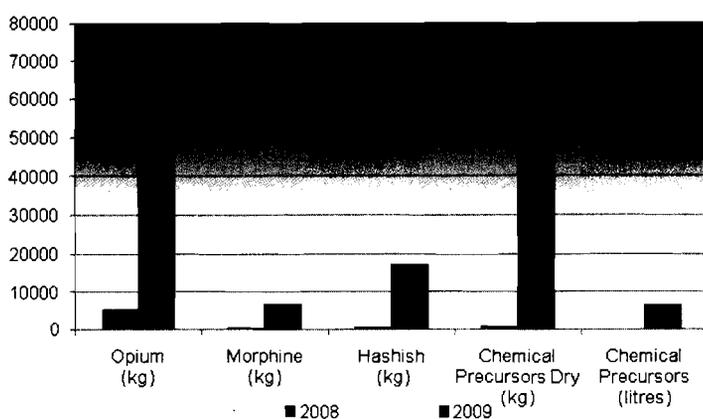


Source: UNODC

Despite the decrease in cultivation and production, narcotics-trafficking remains a serious problem in Afghanistan. Funds gained from the opium trade continued to be a significant source of funding for insurgents and a source of government corruption during the reporting period. Opium production remains highest in areas with the least security, predominantly the south. Interdicting narcotics networks linked to the insurgency has been a priority for increased U.S. operations in the south. In July 2009, the CNPA, partnering with the Drug Enforcement Agency (DEA) and U.S. Marines, seized and destroyed significant amounts of opium and heroin production and processing materials in Helmand province. Figure 16 illustrates the amounts of illegal narcotics seized during the reporting period with 2008 levels included for comparison.

³ The UNODC defines a province as “poppy-free” if it has less than 100 ha under opium cultivation.

Figure 16: Narcotics Contraband Seized and Destroyed, 2009



The Afghan government has shown some improvement in prosecuting narcotics traffickers. In June 2009, Haji Bagcho, an Afghan national, was detained by U.S. District Court for the District of Columbia while he awaits trial on U.S. narcotics charges. Bagcho is charged with one count of conspiracy to distribute one kilogram or more of heroin, knowing and intending that it will be imported into the United States, and one count of distribution of one kilogram or more of heroin, knowing and intending that it be imported into the United States. The Government of Afghanistan, through the Attorney General's office, the Ministry of Foreign Affairs, the MoI and the Afghan Counter Narcotics Justice Task Force played significant roles in this case.

Additionally, in August 2009, Haji Abdullah Khostel was convicted for running one of the country's largest drug trafficking rings and sentenced to 20 years in prison. The investigation into Khostel's narcotics network uncovered serious government corruption so pervasive it reaches to the Chief of the Nimruz CNPA, who received a five-year sentence for assisting Khostel. Despite the improvement, political will to enforce drugs laws has not been consistent throughout the Afghan government. In April 2009, President Karzai pardoned five men convicted of drug trafficking. One of the men is the son of an individual running President Karzai's election campaign.

6.3: Efforts to Improve Afghan CN Capacity

The United States continued to build Afghan CN capacity during the reporting period. A key part of the interagency effort is the DEA's assistance to the CNPA in increasing CNPA capacity to target and interdict high-level traffickers and to conduct operations in partnership with U.S. and international forces. With DoD funding, the DEA will increase its personnel in Afghanistan from 67 to 81 by 2010. The Department of Justice (DoJ) will also increase its assistance to building Afghan capacity to prosecute drug-traffickers.

DEA, with DoD funding, has established three specialized units within the CNPA. The National Interdiction Unit (NIU), a subunit of the CNPA, was established by DEA as a specialized tactical enforcement arm of the CNPA. The 220-member NIU is capable of safely conducting interdiction operations, seizures, and serving arrest and search warrants in a high-threat environment, much like a U.S. Special Weapons and Tactics (SWAT) team. As of June 2009, DEA has trained 220 law enforcement officers from the NIU to conduct drug enforcement operations. The NIU's authorized strength is 296 officers, and basic classes are under way to

bring the NIU up to authorized strength. The NIU is trained and mentored by DEA agents and analysts with the support of DoD contractors. The NIU receives specialized training in law enforcement methods, criminal law, firearms, air mobile operations, mission planning, and other advanced skills.

These Afghan officers work with the DEA Kabul Country Office and the DEA Foreign-deployed Advisory Support Teams (FAST) on investigations. For example, FAST Teams along with NIU officers conduct direct action missions in conjunction with U.S. Special Forces targeting high-value drug trafficking organizations affiliated with the insurgency. FAST is the National Security Council (NSC) requested U.S. Special Forces trained enforcement arm of DEA's operational campaign plan. FAST is composed of five rapidly deployable 10 person teams that rotate to Afghanistan every 120 days. FAST has taken the lead in synchronizing and integrating all operations with the U.S military, targeting high-value drug trafficking organizations (DTOs) and networks affiliated with the insurgency.

In addition, the DEA established an Afghan Sensitive Investigative Unit (SIU), which is a specialized, counter-narcotics investigative unit within the CNP-A. The SIU mission is to identify significant drug trafficking organizations (DTOs) operating in Afghanistan and dismantle them through the Afghan criminal justice system. The 36 hand-picked members of the unit are fully vetted by means of polygraphs, background checks, and urinalysis. In 2007, these officers graduated from the DEA SIU Training Course in Quantico, Virginia. After the SIU training, these Afghan officers returned to Afghanistan to work with DEA on active investigations of consolidated, priority, and high-value organizations. SIU Officers handle informants, conduct undercover operations, seize evidence, and make arrests. The future staffing for the SIU is planned for 75 to 80 officers so that a SIU enforcement group can be deployed to each of the four forward operating bases (FOBs). DEA agents and intelligence analysts are assigned to work hand-in-hand with the SIU on a daily basis. Major national, regional, and international drug trafficking organizations are targeted for investigation and prosecution, especially those supporting terrorism and the insurgency.

DEA, in coordination with DoD, continues to implement an Afghan Judicialized Telecommunications Intercept Program that will provide admissible evidence in courts of law in Afghanistan, the United States, and other nations. As of July 2009, eleven Afghan Officers comprise a Technical Investigative Unit (TIU). These officers were selected from the SIU based on their technical aptitude for working wire intercepts and conducting analysis. Additionally, 50 vetted civilian translators work with the TIU and provide linguistic support. DEA continues to vet additional translators in order to meet a target of 100. To date, the TIU has performed 219 judicialized wiretaps (39 narcotics; 95 kidnappings; 84 suicide bombers/terrorists/Taliban, and 1 miscellaneous (school poisoning case). These wires are used in developing investigations.)

In July 2009, an Interagency Assessment Team, which consisted of the DoJ's International Criminal Investigative Assistance Training Program (ICITAP), DoD, DoS, the Office of National Drug Control Policy and DEA, conducted a review of the CNPA. Part of the interagency findings showed the provincial departments are plagued by the same fundamental problems that beleaguer the central CNPA, including a lack of priority, support, ownership and authority over provincial CNPA forces. CNPA officers are directed to perform a variety of tasks, in many cases not counter narcotics related. The Interagency Assessment Team developed the concept for the Provincial Investigative Units (PIUs). The PIUs established a core of specialized units within the CNPA, which will be mentored by the NIU and will work with the

SIU and TIU in the provincial and district offices. DoD will fund the training for this unit in the upcoming year.

DoD, DEA, and DoS efforts are further augmented by DoJ, which will also increase its assistance to building Afghan capacity to prosecute drug-traffickers. As noted above, a major Afghan narcotics trafficker was arrested and convicted in August 2009 and more significant cases are expected. Efforts of the MCTF and ACU will also build Afghan CN capacity by targeting those criminal elements not destined for the CJTF/CNT, but whose criminal activities nonetheless are frequently linked to the Afghan drug trade.

6.4: Other Counter-Narcotics Efforts

In addition to efforts by DEA, DoJ and the DoS to build the capacity of Afghan government to combat narcotics several initiatives continue to encourage Afghans to decrease poppy cultivation. The United States and the United Kingdom will continue to fund the Good Performers Initiative (GPI), but are also currently seeking international donations to increase GPI offerings. The GPI rewards provinces that are poppy free, or in which poppy cultivation has declined significantly, by funding development projects that have been approved by Provincial Development Councils and Governor's offices. The Ministry of Counternarcotics administers the program, with funding from the DoS Bureau of International Narcotics and Law Enforcement.

USAID is implementing a new program entitled Afghanistan Vouchers for Increased Production in Agriculture Plus (AVIPAP). AVIPAP is a \$250 million program in Helmand and Kandahar. AVIPAP will provide Afghan farmers at least 125,000 vouchers redeemable for agricultural supplies. Available supplies include fruit and nut saplings, grape vines, and trellises. AVIPAP will be supplemented by cash-for-work programs that will provide full-time employment for 166,000 people for six months. USAID will also provide farmers with small in-kind grants, training, and technical assistance intended to increase agricultural productivity.

6.5: International Coordination

During the reporting period, RC-S established a Combined Joint Interagency Task Force (CJIATF) for intelligence fusion and comprehensive civilian-military planning of CN efforts in RC-S. The CJIATF will provide actionable intelligence and synchronize CN, law enforcement, and military resources to target, interdict, and disrupt the nexus between the insurgency and narcotics in the south. It will also enable the prosecution of corrupt officials who profit from the narcotics trade.

Section 7: Regional Engagement

Regional engagement is critical to development of long-term solutions to stabilize the Government of Afghanistan and to eliminate safe havens for al-Qaeda and its associated groups. The contributions of several key regional actors are described below.

7.1: Pakistan

Taliban and other insurgent sanctuaries in Pakistan continued to contribute to the deteriorating security situation in Afghanistan during the reporting period. U.S. officials have continued to stress the importance of strong action on the part of the Government of Pakistan

(GOP) to resist extremism within its territory. In the spring and summer of 2009, the Pakistani military conducted operations in Dir, Buner, and Swat Districts in an effort to stem Taliban influence that had led to a series of challenges to the authority of the GOP in these areas. The operations were effective in targeting violent extremists but caused significant upheaval among the local civilian population, including casualties and internally displaced persons from the fighting. With operations in Swat and its environs winding down, the Pakistan military turned its attention to South Waziristan Agency, a rugged and mountainous area known to be a militant stronghold. As of September 30 operations were continuing in South Waziristan with moderate casualties for the Pakistani military.

Encouraging and facilitating bilateral and trilateral coordination among Afghanistan, Pakistan, and the United States and broader engagement with the international community is a key aspect of the U.S. strategy for Afghanistan and Pakistan. In May 2009, President Obama hosted Afghan President Hamid Karzai and Pakistani President Asif Ali Zardari for talks in Washington, D.C., intending to promote cooperation between the three countries. The meetings were preceded by high-level meetings among other Afghan, Pakistani, and U.S. officials. Attendees discussed issues including security, economic cooperation, and agriculture assistance. The three Presidents agreed, in principle, to continue enhancing their respective countries cooperation in the future.

Furthermore, tri-lateral participation between General McKiernan and later General McChrystal, General Kayani and Afghan Army Chief General Bismullah Khan continued to enhance border coordination in line with the objectives set forth in the Security Development Plan (SDP). The SDP was intended to enhance Pakistan's ability to engage violent extremist organizations by: (1) securing the border with Afghanistan; (2) denying safe haven for extremists; and (3) creating a secure environment so development initiatives for the indigenous population in the border regions. Discussions between the three generals have focused on improving coordination at the borders and sharing intelligence through the establishment of Border Coordination Centers (BCCs).

Refer to the classified annex for additional information on Pakistan.

7.2: India

India's reconstruction and developmental programs in Afghanistan encompass education, medical services, transport, telecommunications, civil aviation, agriculture, irrigation, power generation, industry, and rural development. Through the spring and summer of 2009, India built an array of Afghanistan structures, from public toilets to transmission lines. In the latest phase of its development activities, India has focused on capacity building efforts and human resources development. Indian projects covered all parts of Afghanistan and were undertaken in partnership with the Afghan government, in alignment with the Afghanistan National Development Strategy, and with a focus on local ownership of assets. India remained one of Afghanistan's largest assistance donors.

7.3: Iran

Iran continued to be a provider of reconstruction and development assistance to Afghanistan, particularly in the west of the country, where Iran has had historical influence. Furthermore, Iran continued to engage Afghanistan and Pakistan regarding counternarcotics with continued engagement expected into 2010 due to a high level of heroin use in Iran. However,

there are still significant concerns about the Iran's malign influences in Afghanistan, for example the providing of IEDs and materials to make IEDs.

7.4: Central Asia

The countries of Central Asia (Kazakhstan, Uzbekistan, Tajikistan, Kyrgyzstan, and Turkmenistan) continue their important contributions to the security and stabilization of Afghanistan. Most notably, officials from Central Asia have worked closely with U.S. officials to diversify lines of communication (LOC) into, and out of, Afghanistan. These LOCs, including over-flight permissions and ground transit agreements, have allowed further development of the Northern Distribution Network (NDN), providing an alternative transportation route into Afghanistan, which allows commercial vendors to bring supplies to the U.S. and ISAF forces in Afghanistan. Significantly, the United States and Kyrgyzstan signed a new agreement for U.S. use of the Manas Transit Center, an important logistics hub that supports the movement of forces into, and out of, Afghanistan.

In addition to their logistics contributions, Central Asian countries have provided electricity to their southern neighbor and supported infrastructure development, including Asian Development Bank sponsored construction of a rail line from the Uzbek border to Mazer e Sharif. Kazakhstan has also provided \$50 million to educate more than 1,000 Afghan students in Kazakh universities.

The United States, Afghanistan, and Central Asian countries have a mutual interest in preventing the spread of terrorism. Afghanistan stability has been strengthened by the operations of Central Asia counterterrorist, counternarcotics, and border patrol forces. These ongoing efforts play a critical role in the difficult task of securing Afghanistan's northern border and preventing the spread of extremism to the broader region.

7.5: Turkey

Turkey's unique position as a respected Muslim country, with deep historical ties to Central and South Asia, and as a member of NATO, enabled Turkey to continue to accomplish important goals in furthering peace and security in Afghanistan. Turkey has continued to contribute forces to ISAF forces, provide financial aid for reconstruction, undertake important economic development projects, and make valuable investment in education and healthcare. Turkey is a key regional actor in the process of bringing security and stability to the region through its trilateral Ankara cooperation process (Turkey/Afghanistan/Pakistan), which, in April, saw the three countries pledge to increase coordination among their political, military, and intelligence efforts to fight militancy and terrorism.