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CANADA'S ENGAGEMENT IN AFGHANISTAN

FOURTEENTH AND FINAL REPORT TO PARLIAMENT



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PRIME MINISTER • PREMIER MINISTRE

Foreword

In accordance with the motion passed by the House of Commons on March 13, 2008, I am honoured to present this fourteenth and final report on Canada's engagement in Afghanistan. This provides an occasion for all Canadians to pause and reflect on what Canada has achieved in supporting international security and the dreams and aspirations of the Afghan people between 2008 and 2011, and on the work that remains to be done.

Afghanistan is no ordinary place. It continues to be one of the most impoverished and dangerous countries in the world and the remnants of wars, present and past, are visible everywhere. The challenges that the Afghan people continue to face today are formidable and the country will require years to recover from the violence, underdevelopment and poor governance that 30 years of war, turmoil, and oppression from the Taliban have caused.

The reason for Canada's decision to engage in the UN-sanctioned, NATO-led military mission in Afghanistan is clear: the September 11, 2001, terrorist attacks on the United States represented an armed attack against all members of NATO. These attacks killed 2,977 innocent civilians, including 24 Canadians, and those who perpetrated this act of violence, namely Osama bin Laden and Al-Qaeda, did so with impunity from within Afghanistan under the Taliban regime.

Canada has remained in Afghanistan to help Afghans and our allies to secure, rebuild and steer Afghanistan toward becoming a more stable, self-sustaining, prosperous country that will never again serve as a haven for terrorism.

Progress in Afghanistan over the last ten years, and particularly between 2008 and 2011, has not been easy and progress itself has not always been steady, but Canada has made a difference in the lives of the Afghan people, especially in Kandahar, the birthplace of the Taliban and the heart of the insurgency.

In Afghanistan, Canada reaffirmed its commitment to the NATO Alliance, and our brave men and women of the Canadian Forces, working alongside our aid and development professionals, diplomats, civilian police, and corrections and customs specialists, undertook their mandate with valour, distinction and purpose—knowing all too well the incredible risk they were facing in bringing security, stability and development to the people of Afghanistan.

At every turn, our soldiers and civilian professionals in Afghanistan showed the highest level of dedication to the challenges they faced and their immeasurable moral commitment to this mission has improved the lives of the Afghan people. They have made Canada and Canadians proud.

Today, more children now have access to education and more Afghans are being trained as teachers and provided with vocational and literacy skills, in particular women and girls.

Although Afghan women and girls continue to face considerable challenges, women in Afghanistan today can vote, in fact their rights are now enshrined in the country's Constitution and their collective voice resonates through a burgeoning and effective civil society. Women also now actively take part in political life and debate, and a record number of them were elected in the 2009 and 2010 elections. Laws are also now enacted to protect their fundamental rights.

The size and capabilities of the Afghan National Army and Afghan National Police operating in Kandahar have been strengthened, leading to improved safety, perceptions of security and increased visibility and respect within the communities they protect.

Improvements have been made in provincial and district governance, basic human rights and freedoms, and the rule of law.

Kandaharis have greater access to higher quality medical care.

The agriculture sector is growing because of Canada's investments in the Dahla Dam and Arghandab irrigation system. Vital physical infrastructure is being built to support the delivery of basic services such as drinking water supply and sanitation, electricity and health care. In addition, the development of a viable economy is being supported through the construction of roads and government buildings.

These are just a few examples of Canadian efforts that have made a difference in Kandahar province and of which Canadians can be proud.

Nationally, Canada's contributions in other parts of Afghanistan were also many. These include working with non-governmental organizations and numerous agencies under the umbrella of the UN to eradicate polio, improve human rights—particularly for women, demine the landscape, create job opportunities and respond to humanitarian crises created by recurring droughts and floods.

Canada's new role in Afghanistan is not without risk, but we will continue to make a difference in the lives of the Afghan people. Between 2011 and 2014, Canada's engagement is focused on making investments in the future of Afghan children and youth through ongoing development programming in education and health; and advancing security, the rule of law and human rights, including through the provision of military and police trainers; promoting regional diplomacy; and helping to deliver humanitarian assistance to those in need.

Our ultimate objective, and that of the international community, is to help Afghans create a viable country—a more peaceful country that will never again be a safe haven for terrorists, a country that is better governed, a country in control of its own destiny.

Helping Afghanistan transition toward a viable state is based on the principles of mutual accountability. This means that the Afghan government must fully commit to addressing corruption and continue to demonstrate unconditionally its commitment to peace; to a society based on representative democracy, the rule of law and effective and transparent governance; to the tolerance of religious differences; and to human rights, especially for women.

Following the progress that has been made in Afghanistan, and as we move forward, we must never forget how much Canada has sacrificed in helping the Afghan people rebuild their war-torn country.

We stand in honour of our soldiers and civilian professionals who were injured while serving in Afghanistan, as well as those who deployed to Afghanistan in support of Canada's mission or who provided support to the engagement from home.

Canadians also stand in honour of those who have made the ultimate sacrifice. The sorrow of losing sons and daughters, brothers and sisters, and fathers and mothers is beyond words. The dedication of our soldiers and civilian professionals, their heroism, and the sacrifice of their lives to protect and improve the lives of the Afghan people will always be remembered and honoured. The legacy of their courage and the impact of their effort cannot be ignored, or forgotten.

To the families of the fallen, who are now living with unimaginable grief and loss, you will forever be in our thoughts and prayers.

Sincerely,

A handwritten signature in black ink, which appears to be "Stephen Harper". The signature is fluid and cursive, with the first name "Stephen" written in a larger, more prominent script than the last name "Harper".

Stephen Harper
Prime Minister of Canada

Table of Contents

Summary	1
I. Introduction	3
II. The Context	4
III. Canadian Priorities: Reporting Progress	5
IV. Conclusion	37
V. Canada's Future Engagement in Afghanistan (2011-2014)	38
Appendix	39

Summary

- In Afghanistan, progress in strengthening security, governance and development is always hard won; the environment for implementing Canada's new approach in Afghanistan was daunting, and dangerous. The dual nature of our whole-of-government effort—in Kandahar and nationally—made for an especially challenging engagement, one that became the largest Canadian mission abroad since the Korean War more than 50 years ago. At its peak, approximately 2,950 Canadian soldiers and over 120 civilian personnel were deployed to Afghanistan.
- Of the 44 targets announced by the Government of Canada in 2008, and to be completed by December 31, 2011, a total of 33 targets have been fully achieved or surpassed. Another 5 targets have been partially achieved as of the tabling of this report, although 2 of them are expected to be fully achieved this spring. While 6 targets will not be achieved at all, progress has been made and significant work has been undertaken to advance them.
- Four of the six targets that were established by Canada to increase the capacity of the Afghan National Army (ANA) to conduct operations and sustain a more secure environment in key districts of Kandahar, with support from the International Security Assistance Force (ISAF), have been met. In particular, ANA kandaks (battalions) are capable of planning, executing and sustaining near-autonomous operations, the force strength of the ANA has improved significantly, and the majority of Kandaharis feel secure or perceive security to be improving.
- Canada placed considerable emphasis on strengthening the rule of law in Kandahar, and has met or surpassed all benchmarks and targets that were established for Kandahar's policing, corrections and justice sectors.
- Education was a central aspect of Canada's development work in Kandahar. Canada exceeded its target for the education signature project in Kandahar with the construction, expansion or restoration of 52 schools in key districts. Canada also exceeded its targets to improve the quality of education through the training of over 3,000 teachers in Kandahar, and the provision of literacy training to more than 27,000 individuals and vocational training to over 6,500 Kandaharis.
- Recognizing the vital importance of agriculture to Kandahar's economic growth going forward, Canada has completed the major components of its signature project to rehabilitate the Dahla Dam and Arghandab irrigation system, which created over 5,000 construction jobs. As a result of Canada's work, when the spring irrigation waters flow, an additional 30,000 hectares of land should benefit from increased irrigation, creating another projected 5,000 seasonal jobs in the agro-economy.
- Availability and access to essential, quality health services was improved considerably, especially for vulnerable groups. Since 2008, Canada has provided support to help train over 2,000 health care workers, including doctors, nurses, midwives and community health workers. Canada's target for 2011 was to train 500 health workers.

- Recognizing the critical need for the Afghan people to safely access arable land, Canada supported mine action between 2008 and 2011, helping to clear over 772 square kilometres of land from mines, which is well over the established target of 500 square kilometres. Canadian-supported mine risk education was also provided to over 650,000 people, surpassing the target of 200,000.
- Canada has played an important role in providing much needed support for the delivery of food assistance to Afghans in need, through a partnership with the UN World Food Programme (WFP), surpassing established targets.
- Canada played a key role in improving working relations between Afghanistan and Pakistan through the Canada-facilitated Dubai Process, which is now called the Afghanistan Pakistan Cooperation Process (APCP). Canada helped to establish a stronger foundation for border security between the two countries by providing support for the new Afghan Border Police Faculty, which provides additional training capacity for the Afghan Border Police. In addition, experts from the Canada Border Services Agency (CBSA) developed customized training modules for the Afghan National Customs Academy in Kabul that were used to train over 200 Afghan customs officials, surpassing Canada's targets for this work.
- Canada's contribution in the area of electoral reform in Afghanistan focused on improving the political participation of women as voters, candidates and election workers; civic education; the monitoring of election preparations; and pressing the Government of Afghanistan to undertake electoral reforms, building on the lessons learned from the flawed elections of 2009 and 2010.
- Through the 2008–2011 period, human rights has been a key area of focus for Canada in Afghanistan. Canada served as a lead donor to important human rights initiatives in Afghanistan, supporting the Afghanistan Independent Human Rights Commission (AIHRC) and strengthening the protection of Afghan's rights, notably those of women and other minority groups. Canada assumed the chairmanship of the AIHRC Donor Committee in January 2011.
- Canada also recognized the vital importance of empowering leadership and decision making at the community level in Afghanistan. Through the National Solidarity Program, Canada supported the development of democratically elected Community Development Councils (CDCs) across much of Afghanistan. Over 27,900 CDCs have been formed, giving communities a key role in developing their own future.
- In supporting Afghan-led efforts toward political reconciliation, Canada contributed to the completion of the Afghanistan Government Media and Information Centres in Kabul and Kandahar, thus meeting another 2011 target. The Centres enable the Afghan government to communicate with its citizens by sharing information about national and provincial programs, policies and objectives for reconciliation. Canada will also continue to advocate, for broad, inclusive, Afghan-led efforts at reconciliation.

I. Introduction

When Canada's engagement in Afghanistan began in partnership with the international community following the terrorist attacks of September 11, 2001, Afghanistan was a country suffering from 30 years of unrest as a result of the Soviet occupation, civil war, extreme poverty, and the grip of an ideological force. The latter was actively oppressing its people while providing a safe haven for Osama bin Laden and the Al-Qaeda terrorist network, which has now been destroyed in Afghanistan. Its economy had collapsed; its people were among the most impoverished in the world.

In the ten years following the tragic terrorist attacks on the United States on September 11, 2001 (9/11), Canada has worked with the international community and Afghans to strengthen Afghanistan's security, governance and development—and our contributions and the results of these efforts over the past decade have been considerable.

Canada's engagement in Afghanistan has been like no other in our history. Unlike a conventional war where only fighting forces are deployed, the Government of Canada embraced a whole-of-government approach in Afghanistan so that we could more effectively address the complexities involved in fighting a modern counter-insurgency war while helping to rebuild a country.

This meant deploying soldiers to fight insurgents operating throughout the Afghan province of



A C-130 Hercules arriving at an airfield in Afghanistan

Kandahar and secure the province—the birthplace of the Taliban and the heart of the insurgency. At the same time, it also meant deploying civilian experts with specialized skills to help the Afghan people build their capacity in key areas, most notably in democratic governance and the delivery of basic services; education and training; health care; human rights and the rule of law, including policing, corrections and the judiciary; humanitarian assistance; border security; and Afghan-led political reconciliation efforts.

This fourteenth and final report reflects on the challenges confronted and achievements made by

Canada, the Afghan government and many other partners, in Kandahar and elsewhere in Afghanistan, during the period 2008–2011.

It also reminds Canadians of the work that Canada is undertaking as part of Canada's engagement in Afghanistan during the period 2011–2014.

II. The Context

In the aftermath of 9/11, the world's attention turned to Afghanistan, galvanized by the need for Afghanistan to recover from its status as a failed state by providing legitimate governance structures, economic opportunities, access to quality basic services and enhanced security and rule of law.

In addition, in order to set the conditions for Afghanistan to never again be a safe haven for terrorists, in 2006, the International Security Assistance Force (ISAF) began to expand its reach beyond Kabul, the capital of Afghanistan, in order to help build the foundation of security, governance and development across the country.

After commanding the stabilization of Kabul for two years, Canada was entrusted with the leadership of the ISAF security effort, as well as broader reconstruction efforts, in the southern province of Kandahar in 2006. As a result, Canada established Task Force Kandahar and the Kandahar Provincial Reconstruction Team to carry out its multi-faceted mandate.

Acting on the recommendations of the Independent Panel on Canada's Future Role in Afghanistan (the Manley Report) and the House of Commons motion on Afghanistan of March 13, 2008, the Government of Canada transformed Canada's military, development and diplomatic operations in Kandahar province. This involved adopting a more comprehensive Canadian strategy in order to enhance Canada's presence on the ground and have a greater strategic effect.

Canada's renewed and refocused efforts included the announcement of a framework of six policy priorities. The first four priorities focused primarily on Kandahar:

1. Enable the Afghan National Security Forces in Kandahar to sustain a more secure environment and promote law and order.
2. Strengthen Afghan institutional capacity to deliver core services and promote economic growth, enhancing the confidence of Kandaharis in their government.
3. Provide humanitarian assistance for extremely vulnerable people, including refugees, returnees and internally displaced persons.
4. Enhance border security, with facilitation of bilateral dialogue between Afghan and Pakistani authorities.



Afghan girls walking in their village

These Kandahar-centred priorities were reinforced by two priorities at the national level:

5. Help advance Afghanistan's capacity for democratic governance by contributing to effective, accountable public institutions and electoral processes.
6. Facilitate Afghan-led efforts toward political reconciliation.

Canada also announced three signature projects in Kandahar.

- Support rehabilitation of the Dahla Dam and its irrigation and canal system, generating Afghan jobs and fostering agriculture;
- Build, expand or repair a total of 50 schools in key districts of Kandahar; and
- Expand support for polio immunization in Kandahar with a view to eradicating the debilitating disease in Afghanistan.

These priorities and projects were anchored in the Afghanistan Compact of 2006 and the Afghanistan National Development Strategy, which was released by the Government of Afghanistan in April 2008 and which set out a series of critical goals in the areas of security, governance, rule of law and human rights, and economic and social development for the 2008–2013 period.

Benchmarks and targets were set by the Government of Canada in June 2008 to guide the implementation of this new strategy. They also served as a means for Parliament and Canadians to assess the amount of progress that Canada was making on a quarterly basis.

The objective in establishing these priorities was straightforward—to make measurable progress by 2011 toward building a safer and better governed Kandahar supported by a national government more able to advance Afghanistan's own security and development.

Despite the many obstacles that Canada faced in fighting the insurgency and rebuilding a failed state, important progress has been made. Improvements in the well-being of Afghans and the security of Canadians are evident, although much work remains to be done.

III. Canadian Priorities: Reporting Progress

In Afghanistan, progress in strengthening security, governance and development is always hard won; the environment for implementing Canada's new approach in Afghanistan was daunting, and dangerous. The dual nature of our whole-of-government effort—in Kandahar and nationally—made for an especially challenging engagement, one that became the largest Canadian mission abroad since the Korean War more than 50 years ago. At its peak, approximately 2,950 Canadian soldiers and over 120 civilian personnel were deployed to Afghanistan.

In 2008, a tenacious insurgency, unable to stand up against the 40-country International Security Assistance Force, favoured guerrilla tactics and attacks on civilians, employing intimidation and improvised explosive devices as weapons of choice. Attempted assassinations on political figures and civil society were common; criminal elements flourished, fueled by a growing poppy trade.

From a governance perspective, not only were Afghanistan's ministries and institutions weakened by the conflict, but so too was the legitimacy of the central Afghan government. Rebuilding Afghan governance was defined by a need for the Government of Afghanistan to regain the trust of the Afghan people in the very institutions that would ultimately protect and provide for their way of life. This need was profoundly challenged by a lack of national government reach in the provinces and districts. The situation of women and girls was especially dire after decades of denial of their human rights, equality and access to services and other resources.

Afghanistan remains an extremely poor country that will require years of development to improve the standard of living of its people as defined by the United Nations Development Programme through its Human Development Index. The provision of basic services alone presents considerable challenges in any conflict zone; high rates of unemployment, illiteracy, as well as frequent natural or man-made disasters and the erosion of economic stability have made progress in development in Afghanistan even more difficult.

It has taken a strong, committed international effort and unwavering courage on the part of the Afghan people to bring Afghanistan back to a point where the foundation for furthering progress in security, governance and development is in place.

Canada's engagement in Afghanistan to date has made a vital contribution in helping the Afghan people with the monumental challenge of rebuilding their country. Afghanistan remains the single largest recipient of Canadian bilateral aid and military assistance.



A young man, carrying bread, walks through a field of green wheat.

Of the 44 targets announced by the Government of Canada in 2008, and to be completed by December 31, 2011, a total of 33 targets have been fully achieved or surpassed. Another 5 targets have been partially achieved as of the tabling of this report, although 2 of them are expected to be fully achieved this spring. While 6 targets will not be achieved at all, progress has been made and significant work has been undertaken to advance them.

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

The Afghan National Security Forces (ANSF) comprise the Afghan National Army (ANA) and the Afghan National Police (ANP). Early in the Canadian and international mission, it was recognized that a well-trained and well-equipped ANSF would be essential to the development

of a sustainable environment of security in Afghanistan. In implementing measures to support this priority, Canada developed two central objectives for the 2008–2011 period.

Through Task Force Kandahar, the Canadian Forces conducted combat operations against insurgents and also mentored, partnered with, and trained the ANSF, often working in partnership with Canadian civilian police, which was crucial to developing ANSF capabilities in providing security for the people of Kandahar.

The first Canadian objective was for the ANA in Kandahar to demonstrate an increased capacity to conduct operations and sustain a more secure environment in key districts of Kandahar, with support from ISAF allies.

The second Canadian objective was for the ANP to demonstrate an increased capacity to promote law and order in key districts of Kandahar, supported by justice-sector and corrections capabilities.

The Afghan National Army

Increasing, nationally, from an active force of 50,000 soldiers in 2008 to one that was more than 170,000 strong by September 2011, the Afghan National Army (ANA) has begun its transformation into a more modern fighting force, armed with the knowledge and equipment necessary for success.

Some 30,000 Canadian Forces and National Defence personnel have contributed to this effort through the deployment of civil-military co-operation teams and Stabilization Companies.

Canada provided tactical units that carried out “shape, clear, hold, build” operations in our area



Soldiers from the 1st Battalion, Royal 22nd Regiment conducting security operations in Panjwayi District, Kandahar Province.

of responsibility—a people-centric approach that aims to isolate and remove insurgents from the local population while enabling governance and reconstruction. The tactical units included a full infantry battalion, a tank squadron, an armoured reconnaissance squadron, a battery of field artillery and a field engineer squadron, as well as Operational and Mentor Liaison Teams (OMLTs) and Police Operational Mentor and Liaison Teams (POMLTs).

While Task Force Kandahar’s OMLTs shouldered the responsibility of working closely with elements of the ANA’s first brigade, 205 Corps in Kandahar (1/205 Corps), members

of the Canadian Forces lived and worked alongside their Afghan counterparts in almost every operational endeavour. They provided advice to the Brigade’s leadership, helped train soldiers and ensured that the capabilities of battalions (kandaks) within 1/205 Corps improved.

As a result of their efforts, several benchmarks and targets were achieved by Canada with respect to the ability of the ANA to carry out autonomous operations:

- The ANA brigade headquarters and five kandaks achieved an effective strength of 70 percent or higher.
- Four of six kandaks from the ANA 1/205 brigade developed the capability of planning, executing and sustaining near-autonomous operations. Only one of the five ANA kandaks had attained this level in June 2008.
- By the end of the Canadian Forces mission in Kandahar this past July, the ANA was executing over 65 percent of the major operations in the Canadian Forces area of operations (AOR). This compares with just 45 percent in April 2009.
- At the end of the Canadian mission in Kandahar, the majority of Kandaharis polled in all six key districts reported that they felt secure or perceived that security was improving. In contrast, at the start of the 2008 mission, Kandaharis in none of the districts had reported that they felt safe or believed security was improving.

In helping the Afghan people in their struggle against the insurgency, local engagement became a pivotal element of the Canadian Forces work in Afghanistan. A number of operations, including KALAY and HAMKARI (Pashto for “village” and “cooperation” respectively) focused on removing insurgents from villages, securing those villages and then working with civilian experts and Afghan officials at the provincial and district level to bring local governance and reconstruction initiatives to their residents.

Operation HAMKARI, for example, was a series of initiatives and activities which sought to extend the Government of Afghanistan’s influence into new areas of Kandahar province while enhancing its presence in relatively stable areas. The operation included coalition forces as well as 10,500 ANA soldiers, together with rule of law, governance and development experts from the Canadian-led Kandahar Provincial Reconstruction Team. HAMKARI, which began in 2010, increased Kandaharis’ access to the Afghan government and strengthened the Government’s capacity to govern and improve access to basic services at the local level.

Because of Canadian Forces operations in Kandahar, and partnered operations such as HAMKARI, there have been measurable improvements in the daily lives of Afghans in Kandahar, in particular the greater freedom of movement for residents and government officials.

The improved capabilities and performance of the ANA in Kandahar province, as well as their increased numbers, have been dramatic. This is a direct result of the Canadian Forces focus on local security, which created the space and perceptions of safety needed for individual communities to advance.

A lesser known facet of Canada's achievements in Kandahar between 2008 and 2011 was the work completed by the Canadian Forces in reconstruction, through the Commander's Contingency Fund (CCF). The CCF provided Commander, Joint Task Force Afghanistan, with resources to support projects aimed at increasing stability. Local priorities were identified in consultation with village residents and whole-of-government partners, helping to foster a relationship of trust between the Afghan people and their government representatives, and to reinforce security within specific areas.

These reconstruction efforts included a range of initiatives, such as the building of roads and wells, assisting with the improvement of mosques and local markets, as well as the provision of solar-powered lighting. Not only did these efforts contribute to a strengthened security environment—road improvements reduced opportunities to plant improvised explosive devices, for example—but they also enabled local Afghans to begin rebuilding their economy and their future.



The construction of roads helps to support a viable economy.

Advancing the capabilities of Afghanistan's own security forces and progressively transferring responsibility for security to Afghanistan's leadership are critical to the development of a more professional ANSF so that Afghans can defend their country and safeguard their communities going forward.

Building on our experience in developing the ANSF, and to impart the skills and knowledge Canadian soldiers have acquired from combat and their own training, Canada has deployed up to 950 Canadian Forces trainers and support personnel to Afghanistan to take part in Operation ATTENTION, the Canadian component of the NATO Training Mission-Afghanistan (NTM-A). The Canadian training effort is concentrated in Kabul with two satellite sites in Herat and Mazar-e-Sharif. It focuses on training in areas such as leadership, health care, literacy improvement and the core professional skills of soldiers.

Operation ATTENTION builds on our legacy in Kandahar, contributes to the efforts of our allies, and demonstrates that Canada remains a strategic partner in Afghanistan. The objective of this mission is to set the conditions for Afghanistan to assume full responsibility for its own security in 2014.

The Afghan National Police

A professional Afghan National Police (ANP) is key to fostering stability and enhancing the rule of law in Afghanistan, as a credible police force allows Afghans to feel safer and more secure in their communities.

Canada deploys police officers to international peace missions around the world to help rebuild and strengthen police services in failed or fragile states. The training and mentoring of the ANP, as well as the construction of police infrastructure and the provision of equipment, were central elements of Canada's policing, security and rule-of-law efforts in Afghanistan.



ANP students practice riot control tactics.

The scope of Canada's police contributions has evolved over time, from front-line basic officer training to the current focus on middle- and senior-level training and mentoring. Over 200 Canadian police officers have served in Afghanistan; about half of the Canadian police

contingent were posted to the Canadian-led Kandahar Provincial Reconstruction Team, while others worked at the UN, NATO and European Union Police (EUPOL) missions.

Canada surpassed all benchmarks and targets that were established for Kandahar's policing sector, with 19 infrastructure projects and 28 infrastructure upgrades being completed.

A total of 4,333 ANP in key districts have been trained since 2008, more than originally planned. As reported in the previous quarterly report, 92 percent received Focused District Development (FDD) training, against a Canada target of 80 percent. In August 2008, only 25 percent of the ANP in key districts had completed FDD training.

In addition, 80 percent of ANP forces in key districts developed the capability of planning, executing and sustaining near-autonomous operations, again achieving the Canadian target. In August 2008 none of the ANP forces in key districts were operating at this level.

The development of the Kandahar Model Police Plan, a joint initiative between the Canadian civilian police contingent based in Kandahar and the Afghan Ministry of Interior, was key in providing the framework for the completion of these projects and upgrades. The plan focused on teaming ANP officers with Canadian police mentors, and on making the ANP more responsive to the people of Kandahar and more accountable to government.

The expansion of the Canadian-led civilian Kandahar Provincial Reconstruction Team Training Centre also served as an important hub for training the ANP, corrections officers from Sarpoza Prison, and justice officials, such as judges, prosecutors and defence lawyers. Responsibility for the training centre was transferred from the Government of Canada to the Afghan Ministry of Interior and the NTM-A on March 29, 2011, an important step in the transfer of responsibilities back to the Afghan government.

Canadian civilian police also developed the curriculum for a train-the-trainer course in Kabul, an initiative designed to ensure that ANP progress would be sustained through the training efforts of qualified Afghans.

The Canadian Forces also made a major contribution to the training and development of the ANP in the 2008–2011 period.

A Canadian major-general was responsible for all ANP training and development on behalf of the NTM-A; the Canadian Forces and Canadian police provided mentoring to the ANP regional headquarters responsible for all policing matters in the six southern provinces.

Canadian Forces personnel were assigned to Police Operational Mentor and Liaison Teams and deployed to Afghanistan to train ANP officers at the Kandahar regional training centre run by the NTM-A. These liaison teams were also actively engaged in police training in the districts of Panjwayi and Dand, mentoring district chiefs of police and working alongside Canadian civilian police to assist with the professional development of the ANP.

Canadian support also facilitated advancements in policing at the policy level. For example, Canada provided funding to deploy a Technical Adviser to the Deputy Minister of Strategy and Policy within the Afghan Ministry of Interior. The Technical Adviser has been successful in having the importance of institutional reform of the Ministry of Interior recognized by both the Afghan government and the international community.

Similarly, Canada supported the Ministry of Interior's policy unit in improving its strategic planning system, which will enable a periodic review of the National Police Plan. Canadian programming also funded three workshops to train the next cadre of Afghan leaders at the Ministry in policing and law enforcement policy development.

Canada's placement of a gender adviser in the Ministry of Interior helped strengthen the recruitment of Afghan women into the police force and increased the capacity of the ANP to respond to women's needs and security, including response to domestic violence. Although the project faced many challenges due to the traditional gender-biased organizational culture of the ANP, there were some noted successes. In particular, the presence of women in the ANP has increased to 436 women officers in 2011. The institutional capacity of the ANP to respond to issues of gender equality was also strengthened with the establishment of 13 Family Response Units, responsible for responding to domestic violence complaints, and the formation of women's patrols for Kabul Women's Park.

Finally, among the last ANP infrastructure projects to be completed in Kandahar with Canadian support was the modern Police Substation in Kandahar City, the largest ANP infrastructure project to be undertaken by Canada. Located in the dangerous and volatile District 9 of Kandahar City, the Police Substation was built near Kandahar University, providing additional security for the university and nearby residential areas.



Malalai Company, from the all-female Officer Candidate Course at Kabul Military Training Centre, during their graduation ceremony.

However, for all the progress that has been made with respect to building a new, multi-purpose police force, ongoing challenges remain and will require years of development and international support. Areas of particular concern include corruption, attrition, drug abuse and illiteracy.

Building on our experience in the development of the ANP, Canada is deploying up to 45 Canadian civilian police to Afghanistan to continue mentoring and training with the Afghan Ministry of Interior and ANP through the NTM-A and EUPOL as well as other international partners through to 2014.

Justice Sector

The promotion of law and order demands a functioning court system with trained judges, prosecutors and defence lawyers, and a prison system where rights and the rule of law are respected.

Recognizing the importance of a functioning justice system, Canada undertook a number of justice-related initiatives designed to train justice officials in Kandahar and to deliver infrastructure improvements. All of Canada's targets in this area were surpassed.

Five training programs were delivered to Kandahar justice officials in the 2008–2011 period. These included training in the management of forensic medical evidence, a three-month course on information technologies, a six-week course on leadership and management, and courses on fair trial standards as well as on civil and commercial law.

Six justice-related infrastructure projects were completed in Kandahar, including the refurbishment of the Arghandab District Courthouse and the construction of accommodations for the Attorney General's Office. Both these and other infrastructure projects provided safe living and working conditions for Kandahar justice officials.

In addition, Canada assisted with equipping 12 justice facilities in Kandahar. These initiatives included the provision of equipment to a number of key justice offices in Kandahar City and in surrounding districts, including the Special Juvenile Prosecutor's Office. Once again, Canadian support enabled justice officials to carry out their work on a permanent basis in the districts, serving to extend the Government of Afghanistan's presence and increase its capacity to provide essential legal services to Afghans.

Beyond these achievements, Canada also met its target of improving the Afghan Ministry of Justice's capacity to draft, revise and promulgate laws passed by the Afghan government. Canada funded 20 workshops in Kandahar City to promote awareness of legal rights with the primary aim of reaching female audiences. These included; a corrections conference in Kabul that focused on strengthening Afghan ownership of corrections reform; and specialized training on juvenile justice, human trafficking and anti-corruption for Kandahar lawyers, judges and prosecutors. Canada also assisted legal aid organizations, including legal aid groups for women.

At the national level, a Canadian project at the Ministry of Justice enabled the launch of a new online legal database for Afghanistan, to facilitate legal research and improve legal awareness

through easier access to legislation, court decisions and other documents. Training for researchers at the Ministry's legislative drafting unit focused on building skill sets in database management and research, thus fostering the longer-term sustainability of the database.

Despite these achievements, however, the justice sector remains among the most complex and challenging areas of the international community's efforts in Afghanistan. Much more work is required in order to improve the justice sector and ensure that it becomes a more capable component of a strengthened law and order environment in Afghanistan. Canada will continue its work to further protect and promote human rights, and to rebuild the justice sector by supporting targeted initiatives and mentoring within the Ministry of Justice, with a particular focus on women's needs.

Corrections

Improving the institutional capacity and performance of the Afghan corrections system was key to Canada's 2008–2011 efforts in Afghanistan. To this end, Canada provided considerable support, through the provision of 15 experts from Correctional Services Canada (CSC), to the whole-of-government engagement in Kandahar. The focus of corrections-related initiatives was to improve prison management, operating standards, conditions of detention, inmate care and vocational opportunities.

All Canadian infrastructure, equipment and training efforts with respect to corrections were completed and all targets were met.

In particular, a total of 36 infrastructure projects and 18 equipment purchases were completed at Sarpoza Prison, surpassing the 2011 targets of 19 projects and 12 purchases. Infrastructure projects included the refurbishment of Sarpoza's medical clinic and pre-trial unit, construction of a new facility for vocational training, and upgrades to electrical and plumbing systems.

Among other achievements, the entire roster of corrections officers and managers at Sarpoza Prison completed basic and advanced training programs provided by CSC. As a result of a Train-the-Trainer program delivered by CSC, Afghan trainers mentored by Canadians now provide the necessary training for new recruits. CSC also mentored Sarpoza staff on crisis management and the Sarpoza Prison warden on management skills, and trained an Emergency Response Team composed of Sarpoza staff. All of this training and mentoring contributed to a better equipped and a better run prison compared to that of 2008.

Responding to concerns over the retention of correctional staff, Canada's successful "retention pay pilot project" significantly helped to improve prison staffing levels; it was succeeded by a donor-funded Afghan initiative that raised prison staff salaries to parity with ANP salaries.

However, despite considerable efforts by Canada, the international community and the Afghan Central Prisons Directorate and other Afghan leaders, challenges persist in creating a more modern correctional system in Afghanistan. This reality was underscored by the mass escape of more than 480 inmates from Sarpoza Prison earlier in 2011.

Intelligence

The contributions of the men and women of the Canadian security and intelligence community, including the Canadian Security Intelligence Service, Communications Security Establishment Canada and Defence Intelligence, should also be acknowledged. This community played an integral role in contributing to the Canadian mission, providing intelligence that saved Canadian and Afghan lives, and protected Canadian interests in Kandahar and across Afghanistan.

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

In order for Afghans to assume responsibility for their own security, governance and development, it is critical that the Afghan people have confidence in their own government. That very confidence depends in turn on the ability of Afghan authorities to deliver basic core services to their people, such as the provision of education, electricity, health care, drinking water, sanitation, and irrigation to improve lives and livelihoods in Kandahar. They are the most pressing needs cited by Kandaharis.



Only 23 percent of people in Afghanistan have access to clean drinking water.

In implementing the measures required to support this priority, Canada established a single—but extremely important—goal for 2011: for Kandahar's provincial administration and the core ministries of the Afghan government to be better able to provide basic services to key districts of Kandahar province.

Canada measured progress toward this objective using indicators such as the number of hectares irrigated and jobs created through the rehabilitation of the Dahla Dam and Arghandab Irrigation Rehabilitation project, and the number of schools built or rehabilitated, teachers trained, infrastructure projects completed, and jobs generated.

Recognizing that the delivery of basic core services is fundamental to Afghanistan's economic growth and future stability, Canada also assumed a multi-faceted approach to building Afghan institutions that extended programming to the provincial and national levels.

Education

Education is vitally important to sustaining advancements made in rebuilding this failed state and to creating greater opportunities for the people of Afghanistan and all of Canada's targets for this sector were surpassed.

Much of Canada's investment in the Afghan education sector from 2008 to 2011, in Kandahar and nationwide, focused on improving access to quality education, especially for girls, through the provision of safe learning spaces; training opportunities for teachers; support to special

programs for vulnerable populations; and most importantly, helping the Afghan government become better equipped to manage its education system and deliver education services to all Afghans.

In Kandahar, Canada served as the main contributor to school construction and rehabilitation projects completed in partnership with the Ministry of Education. The goal of Canada's education signature project was to build, expand and repair 50 schools in key districts of Kandahar province that were identified by Canada in 2008. A total of 52 school projects—two more than the target—were completed by December 2011, which include the construction of an additional 361 classes that will provide learning spaces for up to 9,000 students per year. Actual enrolment at these schools, however, will be determined by a number of factors, principally security. In addition to this effort, Canadian education programming contributed to the construction and rehabilitation of a further 7 schools in other parts of the province.



Primary school children in Afghanistan.

Canada also surpassed its benchmark to train 3,000 teachers in Kandahar by providing training to over 3,100 teachers in core teaching skills. In addition, over 2,000 training packages in specific subjects such as math and science, peace education, public health and disaster risk education were provided to Kandahari teachers. Canada also worked to improve teaching and learning in the long term through the rehabilitation of the Kandahar Teacher Training College, which includes the first women's dormitory in Kandahar. This facility will now contribute to educating future generations of teachers and offer opportunities for more women to become teachers in a region that desperately needs more women in the profession.

Canada's contribution to education in Afghanistan extended beyond Kandahar province. Canada has served as the lead donor to Afghanistan's Education Quality Improvement Program (EQUIP), the largest education program in the country. To date, the program has supported the construction or refurbishment of more than 800 schools across Afghanistan since 2005, with an additional 700 scheduled to be completed by 2013. The program also enabled the training of more than 110,000 teachers and principals and helped to establish more than 10,000 community-based School Management Committees that now serve as a voice for improving access to education at the local level.

In addition to EQUIP, together with a variety of other trusted partners, Canada helped to establish more than 4,000 community-based schools and accelerated learning centres in rural and remote areas across the country, including more than 200 in Kandahar. These learning facilities provide education to more than 120,000 students nationwide, the majority of whom are girls who would otherwise have no access to education.

According to the Government of Afghanistan, an estimated 7.1 million youth, of whom one-third are girls, now have access to an education. This represents a major improvement over the 700,000 children who were in school in 2001, all of whom were boys.

In terms of literacy, in Afghanistan today, only 12.5 percent of adult women and 39 percent of adult men are literate. In Kandahar province in 2008, a scarce 1.5 percent of Kandahari women could read and the literacy rate among men was estimated to be only 14 percent. As a result of these circumstances, Canada decided to play a major role in advancing literacy and vocational training in Kandahar province and across Afghanistan.



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Bangladesh Rural Advancement Committee
Afghanistan started the Girls' Education Project,
which is supported by CIDA.

Due to Canadian contributions to literacy efforts in Afghanistan, more than 27,000 individuals, over 70 percent women, completed literacy training programs, surpassing Canada's established target of 20,000. Over 6,500 individuals completed vocational training, which is six times Canada's target of 1,070.

Finally, Canada has also been instrumental in establishing the Education Development Board (recently renamed the Human Resources Development Board or HRDB in 2010), which provides strategic education policy advice to the Government of Afghanistan. Canada co-chairs the HRDB's Education Management Working Group, which strives to increase the effectiveness, accountability and transparency of Afghanistan's education programs.

Canada's efforts in the education sector have been designed to have a significant, long-term impact. On the ground, these investments have contributed to millions more students in schools, hundreds of thousands of better-trained teachers, and more opportunities for adults to learn important skills.

Building on these successes, as part of Canada's engagement in Afghanistan to 2014, we will continue to support basic education initiatives in the country. Priorities include increasing access to quality education through community-based education in remote areas, and improving the quality of education through the training of new teachers, particularly women. Canada will continue to work closely with communities and to support the Afghan Ministry of Education in its efforts to provide better access to quality education for all Afghan children, especially girls.

Dahla Dam and Arghandab Irrigation Rehabilitation Project

Kandahar is the agricultural heartland of Afghanistan, and a region that once produced enough food crops to feed the entire nation. Decades of war and little maintenance on the Dahla Dam and Arghandab irrigation system, however, left this infrastructure in such disrepair that it became unreliable. As a result, Kandahar's food production and economy suffered, vital agro-infrastructure became unusable and jobs were lost. Many of the farmers that remained shifted from growing legitimate crops to the cultivation of poppies, which have a high value because of their use in the production of heroin.

Canada's signature project to rehabilitate the Dahla Dam and Arghandab Irrigation System, an investment of up to \$50 million, was critical in improving a way of life for most Kandaharis as it promised to create a dependable supply of irrigation water to Kandahar province. It has been calculated that 840,000 Kandaharis depend on the agricultural sector to earn a living.



Aerial view of a portion of the Arghandab/Dahla Dam irrigation system.

Extensive consultations with Afghan government representatives and technical professionals prior to project commencement provided important input on the project's planning and design. As a result of these consultations, it was decided that system repairs and upgrades would be divided into three phases, with Canada assuming responsibility for the first phase. This phase included three main components:

- Restoring the functionality of the dam and its irrigation canals to their original capacity. Physical work on the irrigation system involved the removal of silt and other debris from the system and the re-digging and shaping of 500 kilometres of canals.
- Support for the Afghan efforts to establish an Arghandab Sub-Basin Authority, farmers' associations and water users' associations, which are critical community-level decision bodies to coordinate the use of this increased water.
- The provision of training in water management skills and technology, agricultural education, crop experimentation and alternative irrigation training to ensure long-term sustainability of the local agro-economy.

Despite daunting security challenges, the project has completed the necessary rehabilitation activities through numerous dry and wet seasons, achieving the 2011 target, through the removal of hundreds of thousands of cubic metres of silt and other materials from the canal system and by repairing water valves, generators and control gates. The work is improving the control of water flow and ultimately the amount of water available to Kandahari farmers.

As a direct result of these efforts, during the spring of 2011 and for the first time in decades, water reached the tail end of the irrigation system, over 90 kilometres downstream from the dam.

This increased water flow resulted in the first saffron crop and best pomegranate yield that Kandahar province has seen in decades. In addition, other valuable agricultural products such as saffron, honey and mint are now being produced thanks to the investments made by Canada as part of the signature project. Though the effect of this effort will not be fully experienced until Kandahar's summer crops are sown, the increased water flow and crop diversification made possible by the project are already visible and will form the basis for the rejuvenation of Kandahar's agro-economy. For example, estimates suggest that there will be a net expansion of irrigated orchard farms with a 125 percent increase in cropping intensity.

Assessments of the project, once completed this spring, are expected to show that



Canada has supported the creation and accommodation of a Sub-Basin Authority to help manage the availability of water for irrigation.

30,000 hectares of land have benefited from improved water flow and increased irrigation, meeting the 2011 target, compared to 17,200 hectares before the project commenced. Moreover, more than 5,000 construction jobs have been created as a result of the rehabilitation project and it is projected that over 5,000 seasonal jobs in the agro-economy will be created when water flows into the irrigation system in the spring, which, again, are in keeping with Canada's targets for this project.

To ensure that the future of Kandahar's agricultural productivity continues to improve, the knowledge base of local farmers must continue to develop as well. To this end, Canada is funding the Master's Degree studies for four

Kandahar University Faculty of Engineering members. These members will help develop a new faculty at the University focused on water resource and environmental management. In the long run, engineers who are educated more locally in water management will be available to the provincial government to maintain and operate the province's extensive irrigation system. All of these faculty members will write their theses on the Dahla Dam and/or the Arghandab Irrigation System, thus increasing the depth of local knowledge on the system.

With Canada's support, a soil and water testing laboratory project for Kandahar University was also launched in 2011. The services provided by the laboratory will help determine the crops best suited for this region of Afghanistan and will help build Afghan institutional capacity to deliver better agricultural assistance to local farmers.

Canada also supported Afghan efforts to establish an Arghandab Sub-Basin Authority along with farmers' associations and water users' associations using traditional water management authorities. These bodies will form the basis for critical decision making at the community level in terms of coordinating the use of irrigation water across the network of secondary canals.

Training was provided by Canada to ensure that Afghan officials have the knowledge and ability to maintain the dam and the irrigation canals, thus sustaining the achievements of the past three years.

Canada also played an important role in supporting the efforts of over 11,000 Afghan farmers through the distribution of wheat seed and fertilizer.

Economic Initiatives

Canadian support in the delivery of basic services extended beyond education and agriculture to include a number of initiatives and projects that improved economic growth across Afghanistan and led to the creation of more jobs for Afghans, especially Kandaharis.

The number of business enterprises and cooperatives in operation is a key indicator of progress. In this regard, Canada met its 2011 target of steadily expanding the number of enterprises in Kandahar, with over 1,300 new enterprises now operating in key districts.

Canada also contributed to the provision of microfinance loans through the Microfinance Investment Support Facility of Afghanistan (MISFA). Since Canada began investing in this program, it has provided loans to some 430,000 clients nationally (60 percent of whom have been women), including over 1,100 clients in Kandahar, exceeding Canada's 2011 loan target of 500.



Vocational training supported by Canada has helped Afghans develop new skills and find new jobs.

Access to such credit is a vital economic building block, as it enables low income households to purchase basic goods like food and clothing, while providing the necessary start-up capital to build a small- to medium-sized business. We also know that microcredit acts as a force-multiplier for the wider economy and studies have shown that when borrowers use the funds to start new businesses, each loan, on average, is said to create 1.5 jobs.

Women borrowers in particular have benefited from Canada's support for economic growth initiatives, by receiving microfinance loans and vocational training that enable them to participate in the local economy by, for example, selling poultry or dairy products, making crafts to sell at markets, or operating tailoring shops.

With Canadian support, the Vocational Training for Afghan Women Project, implemented by CARE and the World University Service Canada, has been training vulnerable women, including widows and their adult children, in skills that enable them to seek employment and earn a wage to provide for their families. The project addressed barriers to the economic empowerment of women in Afghanistan, provided business management training, and helped the women gain access to microcredit. Since the inception of the project, 1,976 trainees (62 percent women) have

completed trade training, graduating with marketable skills. This number exceeded the original project target of 1,750 participants by 12 percent.

The Through the Garden Gate project, implemented by the Mennonite Economic Development Associates, has been successful in providing training to as many as 5,000 women in horticultural best practices, including new farming methods and post-harvest practices. The women also receive training in basic business management, from which a significant number launched new businesses. The women farmers formed savings and credit groups, to help them save for emergencies and access credit more readily. In addition, the project assisted women access to local markets, including in Kabul, for the fruit and vegetables they produce. As a result of this project, the women's status in their household and their community has improved and they participate more freely in decision-making processes.



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The Through the Garden Gate project, implemented by the Mennonite Economic Development Associates with CIDA funding, helps train women farmers in Afghanistan.

Canada's work with Peace Dividend Trust (PDT) has also produced important results. The PDT is an award-winning organization that conducts innovative activities to promote local procurement and the sustainable growth of small- and medium-sized businesses across Afghanistan. The work of PDT has already led to an increase in the goods and services procured in Afghanistan via supply chain solutions, and has facilitated the awarding of almost 1,300 contracts with a value of over US\$1.1 billion to Afghan businesses.

The PDT was also instrumental in establishing the Afghanistan Building Markets Portal, an online directory of Afghan businesses that links international and local buyers with Afghan sellers. By creating formal economic opportunities for

Afghan entrepreneurs, it contributes to increasing productivity and tax revenues, thereby strengthening Afghanistan's economy.

Canada supported the economic, social and cultural regeneration of the historic district of Murad Khane in Kabul. Murad Khane was once a hub for skilled craftsmen and women, such as carvers and carpenters, but had fallen in disrepair with skilled workers leaving the area. The project reinvigorated the area by providing short- and long-term training, and mentoring for new businesses. This project helped to improve living conditions and boosted the economy while strengthening Afghanistan's identity and traditions.

Finally, in regard to the percentage of communities in key districts that have completed infrastructure projects undertaken by locally elected bodies, Canada completed infrastructure projects in 76 percent of the communities in key districts in Kandahar, slightly more than the 75 percent target set for the period 2008–2011 and up significantly from a baseline of 60 percent in December 2007.

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

Afghanistan is one of the most impoverished countries on earth, ranking number 172 out of 187 countries on the United Nations Development Programme's 2011 Human Development Index. Facing ongoing conflict and frequent man-made and natural disasters, with a limited ability to respond, Afghanistan has a dire need for support and aid from the international community.

For this priority, Canada's 2011 objective was to support the provision of humanitarian assistance to the most vulnerable people, including Afghan refugees, returnees and internally displaced persons in Kandahar and nationwide.

Working with its international partners, Canada's support for humanitarian assistance for Afghanistan focused on four areas.

First, Canada sought to eradicate polio at a national level—one of three signature projects in Afghanistan.

Second, we focused on measures to promote access to basic health services, with a particular emphasis on vulnerable populations—women, children, persons with disabilities, returnees and internally displaced persons.

Third, to limit the devastating effects of land mines and unexploded ordnance, Canada made a major contribution to mine action in Afghanistan, through the clearing of land and the provision of widespread mine awareness education.

Fourth, Canada supported a number of efforts by humanitarian actors to provide humanitarian relief for Afghans in times of dire need, for example, the provision of emergency food and temporary shelter materials for victims of natural disasters.

The Eradication of Polio

In 2008, Afghanistan was one of just four countries where polio was considered endemic. As a consequence, Canada's project to eradicate this terrible disease sought to vaccinate more than seven million children under the age of five.

Canada achieved considerable success in helping to eradicate the disease through its partnership with the World Health Organization (WHO) and UNICEF. These achievements were made despite difficult and often dangerous security situations and the ongoing challenge of reaching children, especially those living in more rural and remote regions of the country.



A child is marked to indicate that polio vaccine was administered.

The battle against polio required the efforts of tens of thousands of volunteers. As but one example, a single immunization campaign in 2011 involved more than 20,000 people, including approximately 250 district coordinators, 1,500 cluster supervisors, 17,200 volunteer vaccinators, 260 monitors, and more than 1,900 community mobilizers (often religious leaders, teachers and community health workers). Creative new strategies are also being developed and implemented to ensure the widest possible reach of immunization campaigns. For example, efforts were made to reach children outside of their homes through the use of roaming vaccination teams at check posts, bus stations and markets.

The continuous movement of Afghan and Pakistani children across the Afghanistan-Pakistan border was a further obstacle to eradicating the disease. To address this, transit vaccination teams were established to vaccinate children coming from or going to Pakistan. In addition, cross-border meetings on polio eradication were held between the Afghan and Pakistani polio eradication teams, to share information on methods of improving campaign quality and initiate joint planning between the two countries.

Overall, Canada continues to facilitate the vaccination of more than seven million children across the country through regular polio immunization campaigns. The number of new reported cases of polio dropped from 38 in 2009 to 25 in 2010 and these cases were largely confined to Afghanistan's southern regions. Disappointingly, however, due to a number of factors, including greater population awareness of the signs and symptoms of polio and improved surveillance systems, the number of reported polio cases has increased in 2011, with a total of 80 new cases.

The governments in Afghanistan and Pakistan have expressed their commitment to eradicating polio within their respective countries. Canada continues to support these efforts within Afghanistan by providing grants to the WHO and UNICEF to support the Polio Eradication Initiative. Activities supported by Canada include vaccine procurement, vaccination campaigns, technical assistance and surveillance.

Health Services



Canada has supported the Community Midwifery Education Program, which improves the chances of survival for Afghan women.

Canada worked with the Afghan government to expand health services for the Afghan population (pregnant women, mothers, and children in particular) in the southern region of the country, where health care is inadequate, especially in Kandahar province. Working with various partners, we provided critical health services (such as health advice, emergency treatment, follow-up care) to reduce maternal and child mortality. We also supported operations of a hospital, basic health centres, physical rehabilitation centres, and a maternal waiting home.

The availability of essential, quality health services and their accessibility to vulnerable populations were also improved. Canada has provided support to help train over 2,000 health care workers in Kandahar, including doctors, nurses, midwives and community health workers. Canada's target for 2011 was to train 500 health workers.

In addition, Canada has made significant contributions to improving the nutritional status of pregnant women and children under the age of five. For example, the Emergency Nutrition project in Afghanistan, implemented by the Micronutrient Initiative and funded by Canada, sought to reduce nutritional deficiencies among these groups. More than 230,000 children under the age of five received 60 packets each of multiple micronutrient powders. To reduce maternal mortality, complications during pregnancy and birth defects, close to 128,000 pregnant or lactating women received iron and folic acid supplements for 180 days.

Canada supported measures to stem the ongoing prevalence of tuberculosis (TB) in Afghanistan. By supporting the National Tuberculosis Control Programme, Canada strengthened the Afghan Ministry of Public Health's capacity to provide TB treatment services, especially in Kandahar. The first ever cross border TB control meeting between Afghanistan and Pakistan was organized, and women's workshops were also held in communities to increase awareness of TB prevention and control.

Canada also provided funding to deploy a technical adviser to the Afghan Ministry of Public Health, to provide on-site mentoring and strategic advice on prioritizing, planning and managing essential health services. Canada continued to assist the Ministry of Public Health to improve access to medicines by putting in place quality control mechanisms across the supply and distribution chain.

Approximately 85 percent of Afghanistan's people now have access to basic health services, as compared to less than ten per cent of the population under the Taliban.

Canada will continue to support Afghanistan's efforts to strengthen its health system as part of our 2011–2014 engagement. We will support polio eradication initiatives and other projects to increase the availability of and accessibility to quality health services for the population. The primary focus of Canada's development efforts in the health sector will be on mothers, newborns, and children under five years of age, as part of the Canadian-led G8 2010 Muskoka Initiative on Maternal, Newborn and Under-five Child Health. Therefore, major challenges such as inadequate health care systems, the burden of diseases and illnesses, and malnutrition will be addressed.

Demining Afghanistan

The presence of land mines has significant consequences for Afghanistan, from the horrific injuries these mines can cause to the economic consequences of so much land being inaccessible for agricultural production.

Through its support to the Mine Action Program of Afghanistan, Canada's mine action measures far surpassed the targets established in 2008. By the end of September 2011, over 772 square kilometres of land were cleared of mines, well beyond the established target of 500 square kilometres. In addition, Canadian-supported mine risk education was provided to over 650,000 people, surpassing the target of 200,000. Thanks in part to Canada's support, mine risk education is now taught by 16,000 trained teachers throughout Afghanistan.



Canada supported mine clearance and mine risk education in Afghanistan.

The impact of efforts in mine action between 2008 and 2011 cannot be overstated; the number of land mine victims has dropped considerably and the removal of mines and unexploded ordnance releases land to be once again cultivated for agricultural use. The Mine Action Program of Afghanistan also includes community-based demining projects designed by Afghan partners in close collaboration with community shuras and Community Development Councils (CDCs). Apart from the important work of mine clearing, these projects provide an economic boost to small rural communities through the provision of wages and by enabling the land to be developed once it is cleared.

Providing Humanitarian Relief to Vulnerable People

Through its international and national partners, Canada provided substantial humanitarian relief to the Afghan people in times of their greatest need.

Natural disasters that occur in the midst of conflict, for example, often lead to acute humanitarian crises, and pose an even greater threat to human security. In Afghanistan, such disasters unfortunately occur frequently and with devastating effects.

When areas of Kandahar province and Jawzjan province experienced severe flooding and avalanches between the spring of 2010 and the summer of 2011, Canada provided support to humanitarian partners such as CARE Canada to distribute emergency kits—including blankets, plastic sheets, kitchenware sets and other non-food items—to assist the most vulnerable families in the affected regions.

Canada has also supported UN agencies, non-governmental organizations and Afghan authorities in relief efforts following numerous earthquakes in Afghanistan over the 2008–2011 period.



Canadian funding helped the World Food Programme distribute more than 95,000 metric tonnes of food to Afghans in need.

Emergency shelter, food, water and health services were often provided to those affected.

In 2011, torrential rains triggered flash flooding again in central, eastern and southern Afghanistan, affecting 16 provinces and as many as 200,000 people. The Government of Afghanistan also felt increasing pressure to provide for the large number of Afghans returning home from areas devastated by flooding in neighbouring Pakistan. Canada provided disaster response funding through the UN World Food Programme (WFP) and the International Committee of the Red Cross (ICRC), among other agencies.

With respect to food assistance, through a partnership with the WFP, Canada surpassed its target to support the delivery of food assistance to Afghans in need.

Afghanistan, however, is now facing a serious drought, and more than 2.4 million people are estimated to be highly food-insecure in 14 drought-affected provinces in northern and central regions. The WFP is closely coordinating with the Afghan government and NGOs to provide drought assistance, including Canadian contributions to food rations for some 1.2 million drought-affected people.

Canadian funding also supported a number of other WFP initiatives, including the Purchase for Progress project to buy wheat from small-scale farmers for distribution elsewhere in the country; Food for Training to assist some of Afghanistan's most vulnerable people with acquiring marketable skills development; and Food for Work and Food for Assets programs to assist impoverished Afghans with meeting their food needs as they build or repair community assets.

Canada also supported the operations of the ICRC in providing financial and technical assistance to build the capacity of the Afghan Red Crescent Society, whose 17,000 volunteers across Afghanistan, especially in southern Afghanistan, are well trained to respond to people's needs. The extensive local volunteer network of the Afghan Red Crescent Society, active in all provinces of Afghanistan, is able to reach a large number of conflict-affected people in remote and inaccessible areas across Afghanistan.

To assist the reintegration of returnees and internally displaced persons, Canada has supported the humanitarian operations in Afghanistan of the UN High Commissioner for Refugees. For example, Canada's support in 2010 assisted UNHCR in providing cash grants to over 118,000 Afghan refugees and 3,400 internally displaced persons to facilitate their initial reintegration. The UN High Commissioner for Refugees also constructed some 17,000 shelters for vulnerable returnee families and delivered more than 80 income generation and water projects to help over 138,000 beneficiaries in need.

Canada continues to work with the Afghan government, UN partners and local non-governmental organizations to ensure Afghan communities and agencies are able to respond effectively in mitigating the impact of conflict, natural disasters and ill health. Recognizing the continuing needs of Afghans, Canada will continue to support the delivery of humanitarian assistance through its new engagement in Afghanistan.

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

Achieving and sustaining progress for Afghan security, governance and development also depend on measures that will strengthen the management of the Afghanistan-Pakistan border, by inhibiting the flow of insurgents and criminal activity and facilitating legitimate travel and commerce.

Under this priority, Canada's objective for border security stated that, by 2011, Afghan institutions, in cooperation with Pakistan, will exercise a stronger capacity to manage the border and foster economic development in the border area. Canada became part of a major effort by the international community to improve the security of Afghanistan's border by working to assist the Government of Afghanistan with the development of better governance in the border regions.

Regional Cooperation—The Dubai Process

Canada played a key role in the development and implementation of the Dubai Process Action Plan, a March 2009 agreement specifying joint project recommendations from Afghanistan and Pakistan on border cooperation in the areas of counter-narcotics, law enforcement, and managing the movement of people and goods.

The Dubai Process, now called the Afghanistan Pakistan Cooperation Process (APCP), became recognized as an established mechanism for dialogue between Afghanistan and Pakistan on border management. Projects implemented under the APCP included support for drug treatment centres and measures to inhibit the shipment of chemicals used in the production of heroin. Some



Canada has helped Afghanistan to reduce its reliance on opium production and to increase the farming of licit crops such as wheat.

16 tonnes of these chemicals were seized in 2010; Pakistani authorities involved in this action were trained under a joint United Nations Office on Drugs and Crime (UNODC)/World Customs Organization program funded by Canada.

According to the UNODC, the heroin market in Canada is mainly supplied by Afghan heroin. Heroin seizures in Canada increased sharply, rising from 16 kilograms in 2007 to 102 kilograms in 2008 and 213 kilograms in 2009. The increase in 2009 is attributed to a single maritime shipment of 108 kilograms of heroin that originated in Afghanistan.

Recognizing the critical need to stem the poppy trade at the Afghanistan-Pakistan border, Canada contributed to UNODC counter-narcotics efforts between 2009 and 2011, in particular, through its work in support of the APCP, which was targeted in three ways: establishing a Border Liaison Office at the Torkham crossing located at the Khyber Pass; developing joint Afghanistan-Pakistan counter-narcotics operations; and training and mentoring border personnel.

Core training of the Counter Narcotics Police of Afghanistan (CNPA) has also resulted in significant success: in the first half of 2011, 961 CNPA operations were reported, resulting in seizures of 25,000 kilograms of opium, 18,000 kilograms of heroin, 20,000 kilograms of hashish, 53 kilograms of morphine, and 48,000 kilograms of precursor chemicals. More recently, on October 30, 2011, the Governor of southern Helmand province (which has high levels of poppy cultivation) reported that CNPA had seized 4,975 kilograms of precursor chemicals and 15 kilograms of opium.

Among other measures achieved through the APCP, the governments of Afghanistan and Pakistan each have committed to harmonizing their border infrastructure plans at the Torkham crossing at the Khyber Pass. With support from Canada and the UNODC, Afghanistan opened its first Border Liaison Office to improve law enforcement at the Torkham crossing. Pakistan subsequently opened a Border Liaison Office on its side of the crossing, ultimately improving coordination between counter-narcotics and law enforcement officials from both countries. The Canada Border Services Agency (CBSA) provided two workshops on risk management to Afghan and Pakistani Border Liaison Officers.

In April 2011, deputy ministers from Afghanistan and Pakistan approved and signed an Action Plan as part of the APCP that sets out a framework for cooperation under the APCP until 2013. With a sustainable mechanism in place for regular and substantive discussions across a broad array of border issues, Canada's 2011 objective to foster dialogue between Afghanistan and Pakistan has been met.

However, political and security relations between Afghanistan and Pakistan are highly complex and relations between the two countries of late have been strained following a NATO airstrike along the border on November 26, 2011, that resulted in the death of 24 Pakistani soldiers. These deaths prompted the Pakistani government to close its border with Afghanistan and withdraw from the International Afghanistan Conference that was held in Bonn, Germany, on December 5, 2011.

Given the critical importance of this relationship, Canada's regional diplomacy commitment in Afghanistan will continue until 2014. In particular, building on past accomplishments, Canada will continue to facilitate dialogue between Afghanistan and Pakistan through the APCP process, allowing both countries to improve their management of cross-border challenges to regional stability. Canada will also work towards increasing dialogue and cooperation among countries in the region.

Afghan Border Police

Among other achievements in Afghanistan under this priority, Canada provided support for the new Afghan Border Police Faculty located at the National Police Academy in Kabul. The faculty provides additional training capacity for the Afghan Border Police, particularly for senior ranking officers. Canada also completed the construction of a Joint District Coordination Centre in Spin Boldak, located in Kandahar province near the Afghanistan-Pakistan border.

In addition, Canada provided a senior Canadian civilian police officer to mentor the head of the Afghan Border Police, facilitate border planning among all players and assist with corruption investigations. A Canadian military officer continues to act as an adviser to the Afghan Border Police.

Facilitating the Movement of People and Goods

Well-managed borders are key to the long-term economic development, stability and security of Afghanistan.

As part of Canada's whole-of-Government effort, CBSA supported Canada's border priority by working with international partners, the Afghanistan Customs Department and the Afghanistan Ministry of Finance to help build an efficient, modernized customs service in Afghanistan.

This involved deploying customs CBSA experts to develop customized training modules based on World Customs Organization standards for the Afghan National Customs Academy in Kabul, and to train Afghanistan Customs Department recruits and officials at the Academy. The Agency's support also included the provision of a deputy dean and a senior trainer for the Academy. All of Canada's targets were met or surpassed in this area.



Canada is facilitating more dialogue between Afghanistan and Pakistan with respect to their shared border.

A total of 201 Afghan customs officials from four classes were trained at the Academy between January and October 2010, and the first female Afghan border officer graduated in March 2010. Ten Afghan customs managers received senior management training. At the same time, the CBSA also mentored three Afghan customs officials to become trainers at the Academy. Ten Afghan customs managers received senior management training in November 2010.

In consultation with the local population, the Government of Afghanistan worked with Canada and the US to complete the new border crossing facility at Weish in Kandahar province. The facility will enhance Afghanistan's capacity to manage immigration and customs processes, harness new streams of revenue and help regulate the flow of commerce and people at the border crossing point. Canada's contributions to this project have been completed.

Security and Cooperation in the Heart of Asia

On November 2, 2011, the International Conference on Afghanistan: Security and Cooperation in the Heart of Asia, was held in Istanbul, Turkey. The event, hosted by the Turkish government, called for greater cooperation between Afghanistan and its regional partners and emphasized the need to work together to stabilize the region and improve economic development. It marked an important opportunity for Afghanistan, as a sovereign state, to present its own vision for Afghanistan within a regional context.

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

Public institutions in Afghanistan have experienced decades of conflict and corruption, leading to systemic distrust of government among the Afghan people. Building Afghanistan's democratic



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Members of Afghanistan's parliament at the opening of the fourth sitting.

capacity became a priority for Canada, as better governance was viewed as a necessary precondition for achieving our other priorities in Kandahar.

Canada's established objective under this priority stated that, by 2011, national, provincial and local institutions, particularly in Kandahar province, would exhibit an increasing capacity for democratic governance in the deliberation and delivery of public programs and services and in carrying out democratic elections. More specifically, Canada established seven targets aimed at improving Afghan democratic

governance, institutions and public support. In particular, Canada's contributions included the promotion of electoral reform; measures to combat corruption; support for human rights; and initiatives to build capacity for public institutions.

Given 30 years of conflict, cultural differences in regard to governance and the stifling of democracy in the Taliban era, the challenges in meeting this priority were daunting throughout the 2008–2011 period. Nevertheless, important progress was made.

Democratic Development

Canada's contribution in the area of electoral reform in Afghanistan focused on improving the political participation of women as voters, candidates or elections workers; civic education; the monitoring of election preparations; and pressing the Government of Afghanistan to undertake electoral reforms, building on the lessons learned from the flawed elections of 2009 and 2010.

Canada further supported the electoral process in Afghanistan by providing expertise and financial support with partners such as the UN Development Programme (since July 2008), the National Democratic Institute (March 2009), the UN Development Fund for Women (UNIFEM, now UN Women) (July 2009) and the Asia Foundation (July 2009).

Canada funded the Enhancing Legal and Electoral Capacity for Tomorrow (ELECT) project, which facilitated the delivery of the 2009 presidential and provincial council elections and the 2010 Parliamentary elections, including enabling the Independent Elections Commission (IEC) to recruit and train temporary election staff and helping the IEC to procure election materials and deliver them across the country in time for the elections.

The holding of national elections in Afghanistan is inordinately challenging. In addition to security concerns, logistics are particularly difficult, requiring the setting up of separate male and female polling stations, and the use of mules and donkeys to transport ballots to and from some remote regions. Allegations of fraud following the 2009 presidential and provincial council elections suggested that democratic development in Afghanistan would require continued support for some time.



A woman shows her voter registration card after voting.

Nonetheless, as a sign of emerging democratic practices, the 2009 allegations of corruption were addressed by an independent Electoral Complaints Commission (ECC), three of whose five commissioners were appointed by the UN. Canada helped to establish the ECC, and publicly expressed concern when President Karzai signed a presidential decree that attempted to amend Afghanistan's Electoral Law and weaken the independence of the ECC by granting the President control over its appointments. The decree was rejected by Afghanistan's lower house of parliament.

Together, the creation of the Afghan-run Independent Elections Commission and of the ECC proved to be an important step on the road to democratic reform in Afghanistan, bringing greater legitimacy to the electoral process in the eyes of the Afghan people.

Canada placed particular emphasis on supporting women's political participation in the 2009 and 2010 elections. In addition to supporting efforts aimed at promoting greater participation of women voters, Canada supported programs for voter education and for women candidates, and helped to establish a support hotline for women in politics that fielded hundreds of calls.

In 2009, a record 328 women ran for elected office in Afghanistan, a 25 percent increase from the 2005 provincial council elections. In total, women won 121 seats in provincial councils throughout the country; of that number, 20 women won contested seats without the assistance of the quota system.

In advance of the provincial council elections, the National Democratic Institute (NDI), which is funded by the Canadian International Development Agency (CIDA), organized and facilitated campaign workshops for 225 candidates, with a curriculum specifically adapted to the needs of women in all regions of Afghanistan. Following the inauguration of provincial councils throughout the country, NDI conducted an orientation program for 111 newly elected women



Millions of Afghans vote to elect their President and provincial council representatives.

councillors. In addition, NDI held a Post-Peace Jirga Symposium of Afghan Women for 73 councillors, parliamentarians, civil society activists and journalists to develop strategies for increasing women's roles in political and peacebuilding processes.

The September 18, 2010, election of Afghanistan's Wolesi Jirga (lower house of parliament) presented a critical opportunity for the Government of Afghanistan and Afghanistan's electoral institutions to demonstrate their willingness to implement lessons learned from the serious challenges of the 2009 presidential and provincial council elections. Through the United Nations Development Programmes (UNDP) administered ELECT program, Canada

provided significant support to Afghan electoral agencies in their efforts to plan and administer these elections and build on the experience of 2009, including measures to mitigate fraud.

Importantly, women demonstrated greater confidence in stepping forward during the 2010 elections. A record 406 women candidates ran for office in 2010, up from 347 in the 2005 elections. Women candidates successfully secured 69 of 249 seats available in the Wolesi Jirga, with 18 women winning contested seats without the assistance of the quota system. As a result, 27 percent of Afghan parliamentarians in the Wolesi Jirga are women.

Canada provided electoral support materials and funded training for 248 women from 31 provinces who were running for office. They represented 62 percent of all women candidates in the 2010 Wolesi Jirga elections. Of the 69 women elected to parliament, 25 women (36 percent) attended the campaign workshops. Thirty-five women from 24 provinces (51 percent of all women parliamentarians) attended the CIDA-funded orientation sessions conducted by NDI; NDI in turn observed an improvement of participants' knowledge of laws, regulations and the rules of procedure for the Wolesi Jirga during the orientation program.

Project partners also reached thousands of women voters, teaching them about their democratic rights using radio broadcasts, theatre productions and face-to-face interaction. By strengthening women's engagement in the 2009 and 2010 elections and their voice as elected representatives, Canada contributed to creating an environment where women can advocate on matters of policy, run for political office, govern effectively and participate meaningfully in every facet of civic and political life.

Canada also worked closely with Afghan authorities and the international community to strengthen the country's electoral process as part of a wider, longer-term effort to marginalize the insurgency and help forge a sustainable connection between the Government of Afghanistan and the Afghan people. Canada fully met its commitment to support the 2009 and 2010 elections through the UNDP.

The considerable challenges surrounding electoral reform in Afghanistan meant that certain efforts were not as successful. For example, the security environment created difficulties in collecting comprehensive census information. As a result, voter turnout and, at times, opportunities for citizens to vote were diminished.

Nonetheless, a combined total of almost 4.5 million voters were added to the voter registry for the 2009 and 2010 elections. This far exceeds the combined target of 2.5 million additional registrants. The participation of women in Afghanistan's electoral process since 2009 is also a clear indication that Afghan women have made significant progress toward the development of political and civics rights since Taliban rule.

Anti-corruption Measures

Corruption continues to be one of the biggest challenges facing Afghanistan. It hinders economic growth and good governance, and engenders distrust of government. As a result, strong, accountable governance is critical to the recovery of Afghanistan and anti-corruption measures are critical to building the trust of the Afghan people in their institutions of governance.

Under this priority, Canada provided assistance to the Government of Afghanistan through a number of anti-corruption initiatives and projects. These included the deployment of a Canadian anti-corruption adviser to the Afghan Attorney General's Office; assistance from Canadian police mentors in developing an anti-corruption strategy for the Ministry of Interior; and measures to foster Afghan capacity for sound public financial systems and management. The latter included participation in the Afghanistan Reconstruction Trust Fund Incentive Program Working Group, supporting the Afghanistan government's domestic revenue agenda, asset declaration and public sector reform. Canada also played a key role in supporting Government of Afghanistan efforts to strengthen public financial management and combat corruption by supporting the forensic audit of the Kabul Bank in 2011.

To address the key drivers of corruption, the Government of Afghanistan further pledged, as part of commitments made during the London International Conference on Afghanistan in January 2010, to lay a foundation through clear benchmarks and plans, including the empowerment of the High Office of Oversight and Anti-Corruption to investigate and sanction corrupt officials. Canada was active in the international effort to create a further initiative of the London Conference, the Monitoring and Evaluation Committee. An independent, joint Afghan-international body that monitors progress on anti-corruption measures, the Committee tracks the work of the High Office of Oversight and Anti-Corruption.

Through the Accountability and Transparency project, CIDA is helping to enhance transparency and accountability in Afghanistan's Ministry of Education. Within the Ministry, Vulnerability to Corruption Assessments (VCAs) were launched; a draft action plan for implementation of the VCA recommendations was prepared; and with Canada's support, a complaints and investigation process, several complaint offices, and an Integrity Promotion Office were established.

Sustained action to address corruption is essential for improving governance in Afghanistan and building a relationship of trust between the Afghan people and their government, and Canada will continue to vigorously advocate reforms to establish strong, democratic and accountable institutions in Afghanistan.

Support for Human Rights

It is critical to respect and support human rights in order to secure and maintain the trust of citizens in their nation's institutions of governance and civil society.

Through 2008–2011, Canada served as a lead donor to human rights initiatives in Afghanistan. Our contribution to the Afghanistan Independent Human Rights Commission (AIHRC) furthered the promotion and protection of Afghans' rights, notably those of women and minorities. The AIHRC is the only Afghan body with the constitutional mandate and capacity to promote, protect, monitor and document human rights violations in Afghanistan. As such, it has trained approximately 10,000 Afghan politicians, teachers, health workers, police officers, lawyers and military personnel on their duties and responsibilities to promote and protect the human rights of their fellow citizens.

On January 1, 2011, Canada assumed the chairmanship of the AIHRC Donor Committee, which was tasked with coordinating support to the AIHRC and providing facilitation between the AIHRC and stakeholders, including donors and the Government of Afghanistan. The AIHRC continued to build on its leadership through activities such as human rights training and awareness sessions.

Supported by a Canadian technical expert, the AIHRC developed a 2010–2013 Strategic Action Plan that included a provision for 30 percent of its budget to be covered by the Government of Afghanistan—in line with Kabul Conference commitments supported by the international community. This crucial administrative success will ensure that AIHRC activities are sustainable into the future.



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AIHRC Chairperson Sima Samar joins United Nations Special Representative to Afghanistan Kai Eide in a joint press conference.

Since its establishment, the AIHRC has focused on advocating for efforts to strengthen the rule of law, end impunity and improve national legislation to ensure better compliance with international human rights treaties. The AIHRC has successfully released several public reports monitoring political rights, in addition to actively and independently briefing the media on the status of human rights in Afghanistan.

The AIHRC has had a very positive impact on the human rights landscape in Afghanistan, primarily through its legal/policy advocacy, monitoring, capacity-building, and awareness-raising efforts. In addition to its key value-added areas, the AIHRC has made a significant contribution in institutionalizing and legitimizing human rights discussions as well as building and maintaining political space for other human rights efforts in Afghanistan.

The AIHRC's monitoring of detainees and detention centres and its interventions, for example, have secured widespread access to facilities. This has also led to improved detention conditions and awareness of legal rights by detention staff and detainees. The AIHRC is attributed with establishing a strong, effective system for processing, handling and referring domestic violence cases and opening up awareness and debate on this issue.

Additionally, with Canada's support, the Canadian non-governmental organization Rights and Democracy helped the Afghan Family Law Drafting Committee to finalize the recommendations for family law reform, which were sent to the Ministry of Justice by the Ministry of Women's Affairs in April 2010. Rights and Democracy trained 180 community trainers from six provinces, most of whom conducted replication training and engaged their communities in dialogue on the topics of women's rights, family law and marriage contracts. Workshops were conducted for Afghan civil society organizations as well as women's rights advocates, so that they could develop their advocacy skills. Monthly radio shows about women's issues have been produced and broadcast through seven radio stations in Afghanistan.

Importantly, Canada coupled its policy engagement with its program support to human rights in Afghanistan, particularly support to the human rights of women and girls. In 2009, for instance, Canada advocated strongly alongside Afghan and international actors for revisions to the Shia Personal Status Law to ensure that the rights of Afghan women were respected and protected.

Similarly, Canada actively engaged in the 2010 London and Kabul Conferences to secure a commitment by the Government of Afghanistan to accelerate implementation of the National Action Plan for Women in Afghanistan and to implement its new Elimination of Violence against Women Law. Canada remains committed to supporting the human rights of women and girls in Afghanistan.

Capacity Building for Institutions of State and Civil Society

Under this priority, Canada has focused on working with Afghan officials on initiatives that will enable the Government of Afghanistan and institutions of civil society to build on and maintain the hard-won progress that has been made on democratic governance.

Through the National Solidarity Program (NSP), Canada supported the development of democratically elected Community Development Councils (CDCs) across much of Afghanistan. The NSP empowers communities to implement development projects that are of critical importance to their local communities through grants for projects such as road building and repair, water supply and sanitation, irrigation, electricity and education. Thanks to the NSP, over 27,900 CDCs have been formed, giving communities a key role in developing their own future. The NSP has also played a key role in formalizing the role of women in decision-making processes, and mobilized women on an unprecedented scale.

The NSP has further provided a unique opportunity for women to participate in the development process from a government-sanctioned platform, allowing women to gather and discuss their development priorities within a formal framework for the first time and have their concerns taken



Community Development Councils give local residents a say in the development of their community.

seriously. It has also provided many women with the possibility to learn skills or become literate. Infrastructure projects have changed the quality of life for women and men in communities throughout Afghanistan's 34 provinces.

Canada also provided Afghanistan with support for institutional capacity building in the area of sub-national governance, which is key to stabilization efforts in Kandahar province and to the provision of services to the Afghan people. For example, Canada's support for the Afghanistan Sub-national Governance Program (ASGP) enabled the Independent Directorate of Local Governance to hire 120 coaches to serve in

provincial and district governors' offices, providing advice in areas such as engineering, project design and local economic development, and it helped the ASGP to develop a Sub-national Governance Policy for Afghanistan.

Canada's support for the ASGP also assisted with efforts to advance the development of provincial strategic plans (PSPs) in five selected provinces, including Kandahar. Each of Afghanistan's 34 provinces is expected to have PSPs in place by 2013, which will serve as a strategic road map for each province, addressing governance, security and development issues and needs.

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

Canada further supported the organization of civil servant job fairs held in key districts of Kandahar. These were well attended and resulted in the hiring of 180 new civil servants for provincial and district jobs in a number of ministries. By reinforcing the presence of the Afghan government and building the capacity of the local government, Canada helped to generate greater acceptance of and participation in those institutions.

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

An Afghan-led, internationally supported reconciliation process can help to weaken the insurgency while fostering a sustainable peace. Under this priority, Canada established an objective which stated that, by 2011, we expected that national and provincial Afghan government initiatives would encourage political reconciliation and receive timely support from Canada.

Under this priority, Canadian support enabled the completion of the Afghanistan Government Media and Information Centres in Kabul and Kandahar, a 2011 target. The centres enable the Afghan government to communicate more effectively and transparently with its citizens by sharing information about national and provincial programs, policies and objectives for reconciliation.

Canada also encouraged the Government of Afghanistan to ensure that women were included and represented in peace and reconciliation processes. Marking International Women's Day in 2010, for example, Canada and other donors issued a joint letter to the Government of Afghanistan that emphasized the importance of ensuring women's participation and representation in reconciliation.



The age-old practice of shuras (community meetings) encourages dialogue between Afghans.

While the Government of Afghanistan has reiterated reconciliation as a key priority on many occasions and the process of political reconciliation with the insurgency remains nascent, some important steps have been taken.

At the January 2010 London Conference, reconciliation, along with the reintegration of insurgent fighters, was a dominant theme. The international community welcomed the Government of Afghanistan's efforts to pursue initiatives in this area, including an announcement from President Karzai that a National Consultative Peace Jirga would be held in the spring of 2010. The Jirga

generated a number of important recommendations, including the eventual establishment of a High Peace Council and the Afghanistan Peace and Reintegration Program.

At the Kabul Conference held in July 2010, Canada joined the international community in endorsing the outcomes of the June 2010 Peace Jirga, including the planned establishment of a High Peace Council, and further endorsing, in principle, the Afghanistan Peace and

Reintegration Program. This Afghan initiative outlined a reintegration process inclusive of all Afghans, regardless of gender, ethnic group or political and tribal affiliation.

The High Peace Council became the lead Afghan authority in publicizing the reconciliation process, and subsequently conducted outreach on peace through meetings with leaders of Pakistan, Turkey, Saudi Arabia and other regional countries. Peace conferences were also held in the Kandahar, Nangarhar and Herat provinces of Afghanistan.

In 2011, the governments of Afghanistan and Pakistan established a joint Peace Commission, which met three times at senior levels to find ways to improve dialogue between the two countries and advance peace efforts.

The September 2011 assassination of the leader of the High Peace Council is testimony to the violence that plagues the peace process in Afghanistan. Nonetheless, the progress seen on peace in Afghanistan through 2010 and 2011 has created hope for those who courageously seek an end to so many years of conflict. However, a lasting peace will not be realized unless insurgents lay down their arms, renounce violence and accept the Constitution of Afghanistan. In addition, important achievements in the area of human rights must not be reversed, and Afghanistan must continue to evolve as a democracy that is inclusive of civil society, women and minorities.

Canada has advocated, and will continue to advocate, for broad, inclusive, Afghan-led efforts at reconciliation, including women's rights.

IV. Conclusion

Canada's engagement in Afghanistan from 2008 to 2011 was marked by significant progress across our six priorities, three signature projects and well beyond. The dedication and perseverance of our military and civilian professionals in Afghanistan know no equal. They worked tirelessly and bravely to support the Afghan people in rebuilding their nation as one that is safe, secure and democratic.

Canada went into the most difficult, lawless and violent region—Kandahar province. For the first time in our history, the Canadian military engaged in a prolonged counter-insurgency conflict at the same time as Canadian civilian experts provided leadership in governance and development.

Our commitment to the Afghan people helped achieve a number of positive results: a strengthened security environment and security forces with greater capabilities to defend their people and their nation; more opportunities for Afghan children, especially girls, to attend school; development programs enabling the Afghan people to reclaim the agricultural foundation of their economy; health initiatives to battle polio; and advancements in democracy and human rights.

Canada has proudly played a part in the international effort to bring positive change to Afghanistan. Through the inevitable setbacks faced, we kept moving forward. Our resolve to help Afghanistan has never wavered. The losses we endured will never be forgotten.

V. Canada's Future Engagement in Afghanistan (2011–2014)

Canada's new, nationally focused engagement in Afghanistan from 2011 to 2014 is based in Kabul, and our engagement has now shifted to four priorities:

- Investing in the future of Afghan children and youth through development programming in education and health, and improving the lives of Afghans, especially women and children.
- Advancing security, the rule of law and human rights through the provision of up to 950 Canadian Forces trainers and support personnel as well as approximately 45 Canadian civilian police to help train Afghan National Security Forces.
- Promoting regional diplomacy.
- Helping to deliver humanitarian assistance.

These specific areas of priority serve two very important functions. First, they build on the major progress that was achieved through Canada's 2008 to 2011 programming efforts in Afghanistan. Second, they are based on the express needs of the Afghan people, and support Afghan priorities in areas where Canada can continue to make a significant contribution to sustainable progress in Afghanistan.

Canada's continuing efforts will support the long-term objective of both Afghanistan and the international community to transfer responsibility for security and governance to the government and people of Afghanistan. Canada's goal remains unchanged since the beginning of our engagement: to help Afghans rebuild Afghanistan into a viable country that is better governed, more stable and secure, and never again a safe haven for terrorists.

Appendix

Vision:

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

Priorities:

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

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

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

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

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

Training and Mentoring Afghan National Security Forces

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

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of ANA kandaks (and their brigade headquarters) capable of planning, executing and sustaining near-autonomous operations.	One of the five ANA kandaks is fully capable of planning, executing and sustaining near-autonomous operations (June 2008).	To have four of the five ANA kandaks (and their brigade headquarters) fully capable of planning, executing and sustaining near-autonomous operations.	TARGET ACHIEVED: It was announced in the thirteenth quarterly report that this target had been achieved.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
The effective strength of the Kandahar-based ANA kandaks (and their brigade headquarters).	One of the five ANA kandaks has an effective strength of 67% and the remainder currently have an effective strength of over 80%. The ANA brigade headquarters has an effective strength of 77% (June 2008).	To sustain the level of effective strength of the Kandahar-based ANA kandaks (and their brigade headquarters) at 70% or higher.	TARGET ACHIEVED: It was announced in the thirteenth quarterly report that this target had been achieved.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
The percentage of total security operations in the Canadian Forces AOR that are executed by the ANA.	45% of total security operations in the Canadian Forces AOR are executed by the ANA (April 2009).	65% of total security operations in the Canadian Forces AOR are executed by the ANA.	TARGET ACHIEVED: It was announced in the thirteenth quarterly report that this target had been achieved.

¹ "Total security operations" include ANA operations, ANA operations with international coalition forces and operations undertaken by international coalition forces without ANA participation. "Executed" means operations in which the ANA participated. "Led" means operations that were planned by the ANA and in which ANA forces participated.

Progress Indicator	Baseline	2011 Target	Quarterly Result
The percentage of total security operations in the Canadian Forces AOR that are led by the ANA.	45% of total security operations in the Canadian Forces AOR are led by the ANA (April 2009).	65% of total security operations in the Canadian Forces AOR are led by the ANA.	<p>NEW TARGET PARTIALLY ACHIEVED: Since the Canadian Forces operation in Kandahar began again in 2006, and as coalition forces provided greater support to southern Afghanistan, opportunities for the ANSF to partner with and learn from the Canadian Forces and other troop-contributing nations increased greatly. The ANA's capacity to conduct and lead semi-autonomous operations grew dramatically as a result.</p> <p>The aim of NATO is to transition lead responsibility for security to the ANSF by 2014. While Kandahar province has not yet been transitioned to the ANSF, today over 50% of the Afghan population now live in areas where the ANSF leads security.</p>

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of key districts where the ANA has an approval rating of 85% or more. ²	In four of the six key districts the ANA has an approval rating of 85% or more (June 2008).	To maintain and/or increase the number of key districts where the ANA has an 85% approval rating.	In none of the six key districts did the ANA have an approval rating of 85% or above. However, province-wide, 64% of Kandaharis polled recently viewed the ANA favourably.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of key districts where the majority of Kandaharis perceive security as improving.	In zero of the six key districts, a majority of Kandaharis feel secure or perceive security as improving (June 2008).	The majority of Kandaharis in all six of the key districts feel secure or perceive security as improving.	TARGET ACHIEVED: It was announced in the thirteenth quarterly report that this target had been achieved.

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

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

Progress Indicator The number of ANP trained in Kandahar.	Baseline 25% of the ANP in key districts have completed Focused District Development (FDD) training (August 2008). ³	2011 Target 80% of key district ANP forces will have completed Focused District Development training.	Quarterly Result TARGET ACHIEVED: It was announced in the thirteenth quarterly report that this target had been achieved.
Progress Indicator The number of ANP forces in key districts assessed at Capability Milestone 2: capable of planning, executing and sustaining near-autonomous operations. ⁴	Baseline 0% of ANP forces in key districts are capable of planning, executing and sustaining near-autonomous operations (August 2008).	2011 Target 80% of ANP forces in key districts are capable of planning, executing and sustaining near-autonomous operations.	Quarterly Result TARGET ACHIEVED: It was announced in the twelfth quarterly report that this target had been achieved.
Progress Indicator The number of ANP infrastructure and equipment projects completed in Kandahar.	Baseline Five permanent substations have been constructed and equipped in key districts (August 2008).	2011 Target 15 new infrastructure projects, such as construction of substations or checkpoints, and 15 upgrades to existing ANP facilities are completed in key districts in Kandahar province. All 15 new facilities built by Canada in Kandahar province are provided with basic equipment required to run a functioning police unit.	Quarterly Result TARGET ACHIEVED: It was announced in the twelfth quarterly report that this target had been achieved.

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

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

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of infrastructure and equipment projects completed in Sarpoza Prison and the Afghan National Directorate of Security (NDS) detention centre in Kandahar.	Immediate repairs were made in the wake of the attack on Sarpoza Prison. Detailed needs assessments for ongoing infrastructure upgrades at both NDS and Sarpoza have been completed and project plans have been developed in consultation with the Afghan government (August 2008).	19 planned infrastructure projects, such as repairs to security infrastructure and refurbishment of prisoner quarters, are completed in Sarpoza Prison in keeping with international standards and best practices. 12 planned equipment purchases, such as communications equipment, uniforms and office furnishing, are delivered to Sarpoza Prison in keeping with international standards and best practices.	TARGET ACHIEVED: It was announced in the eighth and ninth quarterly reports respectively that the components of this target had been achieved.
Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of corrections officials trained and mentored in Kandahar.	23 corrections officers (30%) and one senior manager (50%) have successfully completed initial corrections training; and two senior managers (100%) are participating in management training (August 2008).	100% of corrections officers and managers will have successfully completed their initial and advanced training programs.	TARGET ACHIEVED: It was announced in the eighth quarterly report that this target had been achieved.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of training programs in place for justice officials in Kandahar.	There are no current training programs for justice officials in Kandahar (August 2008).	Four training programs for justice officials in Kandahar are made available for those practising law and those involved in administering the legal system.	TARGET ACHIEVED: It was announced in the eleventh quarterly report that this target had been achieved.

<p>Progress Indicator</p> <p>The number of justice sector infrastructure and equipment projects completed in Kandahar.</p>	<p>Baseline</p> <p>Minimal judicial infrastructure exists. The Attorney General and Ministry of Justice building requires repair. In Kandahar City, there is one courthouse which is in disrepair and housing for judges and prosecutors is inadequate. In the other districts, there are only three courthouses, all of which require upgrading.</p>	<p>2011 Target</p> <p>Five justice facilities, including the ANP Prosecutor's Office, Attorney General's Office and High Court, are built or rehabilitated to support the formal justice system in Kandahar City. Three justice facilities, including the Land Registry Office (Cadastre), ANP Prosecutor's Office and High Court, are equipped to support the formal justice system in Kandahar City.</p>	<p>Quarterly Result</p> <p>TARGET ACHIEVED: It was announced in the twelfth and eighth quarterly reports respectively that the components of this target had been achieved.</p>
<p>Progress Indicator</p> <p>Improved Ministry of Justice capacity to draft, revise, translate and promulgate laws passed by the Afghan government.</p>	<p>Baseline</p> <p>Afghan Ministry of Justice's legislative drafting unit lacks the required capacity, processes and infrastructure to draft, revise, translate and promulgate legislation in an effective and timely manner (August 2008).</p>	<p>2011 Target</p> <p>The Afghan Ministry of Justice's legislative drafting unit achieves improved capacity.</p>	<p>Quarterly Result</p> <p>TARGET ACHIEVED: It was announced in the twelfth quarterly report that this target had been achieved.</p>

Basic Services

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

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
Progress in the rehabilitation of the physical structures of the Dahla Dam and its irrigation components.	Access road completed and bridge nearing completion (March 2009).	Completion of all planned rehabilitation activities in accordance with the project plan.	NEW TARGET ACHIEVED: The Dahla Dam and Arghandab Irrigation Rehabilitation Project achieved its objectives by the end of 2011. This includes leaving behind a Canadian legacy of an operational dam. More importantly, newly constructed and rehabilitated water control gates and other water management structures recapture the millions of litres of water lost each year. Equally important and most challenging was the achievement of rehabilitating over 50 kilometres of the main canal and many hundreds of kilometres of secondary canals that are responsible for delivering the water to outlying farms and orchards. In addition, physical structures, such as a newly constructed Water Administration (sub-basin authority) building, form a significant component of the results achieved by this multi-faceted project.
Progress Indicator Number of jobs created by the Dahla Dam project.	Baseline Project plan indicated a baseline of 0 jobs (fall 2008).	2011 Target 10,000 seasonal jobs created by the project.	Quarterly Result NEW TARGET PARTIALLY ACHIEVED: By the end of 2011, over 5,000 construction-related jobs have been created. The remaining seasonal jobs are dependent, however, on the availability of water to irrigate the farm lands. As a result, the increases in seasonal jobs cannot be assessed until the water begins to flow through the rehabilitated systems during the planned wet season this coming spring.

Progress Indicator	Baseline	2011 Target	Quarterly Result
Number of hectares of land benefiting from improved irrigation and water management.	20,000 hectares of land currently have access to irrigation (to varying degree and quality) via the Dahla Dam and its irrigation system.	30,000 hectares in total benefiting from improved irrigation and water management.	NEW TARGET PARTIALLY ACHIEVED: By the end of 2011, Canada's rehabilitation efforts on the irrigation system (over 50 kilometres of rehabilitated main canal and many hundreds of kilometres of secondary canals) have put in place the conditions for improved irrigation to over 30,000 hectares of land. The benefits of this work, however, cannot be measured until rains and snow melt recharge the Dahla Dam reservoir and water flows through the rehabilitated system later this spring.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
Number of school projects (built, expanded or repaired) in key districts.	19 school projects contracted and one school project completed (June 2008).	50 schools built, expanded or repaired.	NEW TARGET ACHIEVED: Eight schools were completed during the period of July to December 2011. To date, 52 schools have now been constructed, expanded or repaired, surpassing Canada's target.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
Number of teachers trained in Kandahar.	No teachers trained as yet through Canadian programming (June 2008).	3,000 trained teachers.	NEW TARGET ACHIEVED: During the July to December 2011 period, 1,420 teachers were trained. To date, over 3,000 teachers have been successfully trained.

Progress Indicator	Baseline	2011 Target	Quarterly Result
Number of people receiving literacy training, vocational education and skills development.	More than 5,000 individuals have received literacy training. Some 735 individuals have received vocational training (2007).	20,000 additional individuals to receive literacy training. 1,070 additional individuals to receive vocational training.	TARGET ACHIEVED: It was announced in the seventh quarterly report that this target had been achieved and it has been significantly surpassed.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
Percentage of communities in key districts that have completed infrastructure projects undertaken by the locally elected bodies.	60% of communities in key districts have completed infrastructure projects (December 2007).	75% of communities in key districts have completed infrastructure projects.	TARGET ACHIEVED: It was announced in the thirteenth quarterly report that this target had been achieved.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
Percentage of Kandaharis who perceive an improvement in dependable delivery of services.	75% of Kandaharis polled indicate they are satisfied with efforts of provincial and local-level government to improve quality of life. 64% of Kandaharis polled are somewhat or very satisfied with provision of education. 39% of polled Kandaharis indicated they are satisfied with employment (February 2008).	To maintain and improve on perception of service delivery.	NEW TARGET PARTIALLY ACHIEVED: According to a recent poll, 71% of Kandaharis indicated that they are satisfied or very satisfied with efforts of the provincial and local governments to improve quality of life, up from 69% reported in the twelfth quarterly report.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of business enterprises and cooperatives operating in key districts.	206 agricultural cooperatives registered (April 2006) and 72 small- and medium-sized enterprises (SMEs) operating (July 2008).	Steady expansion of the number of enterprises in key districts.	TARGET ACHIEVED: It was announced in the eleventh quarterly report that this target had been achieved.

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of microfinance and savings clients served.	30 microfinance loans provided to clients in Kandahar (March 2008).	Loans for 500 clients in Kandahar through the Microfinance Investment Support Facility.	TARGET ACHIEVED: It was announced in the sixth quarterly report that this target had been achieved.

Humanitarian Assistance

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

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

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of children receiving the polio vaccine during each of the multiple national campaigns conducted annually—multiple vaccinations are required to stop transmission of polio.	In 2007, approximately 27.7 million vaccinations were administered to 7 million children during four national campaigns (2007).	Eradication by vaccination by 2009.	<p>An estimated 386,690 children were vaccinated in Kandahar during this reporting period, representing 93% of the targeted children reached in each campaign in Kandahar.</p> <p>Over 7.8 million children across Afghanistan continue to be vaccinated against polio this year. Although eradication has not been achieved, efforts to reach targeted children for vaccination remain strong despite the volatile security situation.</p>

Progress Indicator	Baseline	2011 Target	Quarterly Result
The number of polio cases reported.	17 cases reported nationally (2007).	Eradication by 2009.	A total of 72 cases were reported since the last quarterly report in June 2011, bringing the total for 2011 to 80 cases. Encouragingly, however, all the confirmed cases this year have been of one single type of wild poliovirus (compared to two types last year). Canadian-funded eradication efforts continue.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
Quantity of humanitarian food aid delivered in response to need.	6.7 million Afghans (approximately 21%) supported with food aid, representing 214,000 tonnes of food against an identified need where 30% of the Afghan population were considered chronically food insecure (January–December 2007).	Maintain and/or improve the number of Afghans receiving food assistance in proportion to need.	<p>TARGET ACHIEVED: It was announced in the twelfth quarterly report that this target had been achieved.</p> <p>Currently however, Afghanistan is facing a serious drought, and more than 2.4 million people are estimated to be highly food-insecure in 14 drought-affected provinces in northern and central regions.</p> <p>The WFP is closely coordinating with the Afghan government and NGOs to provide drought assistance, to which Canada is contributing \$13 million. This will help approximately 1.2 million drought-affected people with food rations.</p>

<p>Progress Indicator</p> <p>The capacity of the Afghanistan National Disaster Management Authority (ANDMA) and Provincial Disaster Management Committee (PDMC) to put in place effective disaster preparedness plans.</p>	<p>Baseline</p> <p>The PDMC and UN in Kandahar developed a comprehensive contingency plan for a severe winter in 2007 and anticipated spring floods. Two training sessions were provided for the PDMC on disaster management.</p>	<p>2011 Target</p> <p>By 2011, PDMC will have developed comprehensive strategies and coordination mechanisms for responding to disasters.</p>	<p>Quarterly Result</p> <p>TARGET ACHIEVED: It was announced in the eleventh quarterly report that this target had been achieved.</p>
<p>Progress Indicator</p> <p>The access that vulnerable populations—women, children, disabled persons, returnees and internally displaced persons—have to essential quality health services.</p>	<p>Baseline</p> <p>111 health care staff have received training (June 2008).</p>	<p>2011 Target</p> <p>500 health care workers trained.</p>	<p>Quarterly Result</p> <p>TARGET ACHIEVED: It was announced in the seventh quarterly report that this target had been achieved.</p>
<p>Progress Indicator</p> <p>The amount of land released and made available for communities as a result of survey and clearance of mines and Explosive Remnants of War (ERW) nationally and in Kandahar.</p>	<p>Baseline</p> <p>From March 2007 to March 2008, 180 square kilometres of land were released and made available nationally.</p>	<p>2011 Target</p> <p>A cumulative total of 500 square kilometres of land released and made available.</p>	<p>Quarterly Result</p> <p>TARGET ACHIEVED: It was announced in the ninth quarterly report that this target had been achieved. A cumulative total of over 772 square kilometres of land have been cleared of mines.</p>
<p>Progress Indicator</p> <p>The number of people receiving mine awareness education in Kandahar.</p>	<p>Baseline</p> <p>From March 2007 to March 2008, 33,500 individuals were provided with mine awareness education.</p>	<p>2011 Target</p> <p>200,000 individuals provided with mine awareness education.</p>	<p>Quarterly Result</p> <p>TARGET ACHIEVED: It was announced in the seventh quarterly report that this target had been achieved.</p> <p>Since March 2007, Canadian-supported mine risk education was provided to over 650,000 people, surpassing the target of 200,000.</p>

Border Security and Dialogue

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

Benchmark: Regular discussions on border issues.

Progress Indicator	Baseline	2011 Target	Quarterly Result
Increased dialogue between Pakistani and Afghan officials through mechanisms including Canadian-sponsored workshops.	Three Canadian-sponsored workshops have been held to date. Key mechanisms for discussions were suspended by Afghanistan in July 2008 (August 2008).	Sustainable mechanisms for regular and substantive discussions across a broad array of issues are in place and operating for senior officials.	TARGET ACHIEVED: It was announced in the thirteenth quarterly report that this target had been achieved.
Progress Indicator	Baseline	2011 Target	Quarterly Result
Increased cooperation at Kandahar-Baluchistan border.	Regular Canadian-facilitated discussions at Kandahar-Baluchistan border are continuing.	Mechanisms at border in place for regular and substantive discussions across a broad array of issues.	TARGET ACHIEVED: It was announced in the eighth quarterly report that this target had been achieved.

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
Training completed by border officials.	No training provided to date (August 2008).	A tailored training curriculum for new recruits in international customs procedures and a senior management development program for Afghan Customs will be developed by September 2009. 150–200 Afghan Customs officials and 3 or 4 Afghan Customs trainers trained by 2011.	TARGET ACHIEVED: It was announced in the eighth and eleventh quarterly reports respectively that the components of this target had been achieved.

Progress Indicator	Baseline	2011 Target	Quarterly Result
Key infrastructure projects completed, including procurement of equipment.	Assessment of infrastructure needs not yet complete; some equipment purchases under way (August 2008).	Construction completed of a Joint District Coordination Centre (JDCC) in Spin Boldak. Infrastructure and equipment improvements completed at Weish border crossing in Kandahar, based on the results of a feasibility study to be completed in March 2009.	NEW TARGET ACHIEVED: Canada's contribution to the Weish border crossing project is now complete. It was announced in the eighth quarterly report that the JDCC portion of the 2011 target had been achieved.

Democratic Development and National Institutions

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

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

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

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
Provinces have established long-term provincial strategic plans that are aligned with Afghanistan National Development Strategy objectives.	Zero provinces have completed a provincial strategic plan (PSP) (March 2009).	All 34 provinces have completed a PSP. Kandahar will have demonstrated progress in implementing its strategic plan against identified timelines.	The pilot with respect to provincial strategic planning continues, with two plans completed to date. Data collection and analysis for five more plans are under way: Bamyan, Uruzgan, Helmand, Kandahar and Laghman. It is anticipated that provincial strategic plans will reach all 34 provinces by the end of 2013.

Progress Indicator Effective planning and budgeting mechanisms in place.	Baseline The difference between planned and actual government spending is 9.7% (April 2008).	2011 Target The difference between planned and actual government spending should be less than or equal to 5%.	Quarterly Result TARGET PARTIALLY ACHIEVED: The difference between planned and actual government spending for the operational budget for the fiscal year/solar year ending March 2011 was 4%, which was within the 5% target. However, as of March 2011, the difference between planned and actual spending for the core development budget was 60%. The current Afghan fiscal year (1390) will not end until March 2012. However, the Afghan government's greater efforts to plan and implement a forward-looking and realistic agenda were demonstrated this past quarter through its quality submission of a document entitled <i>Towards a Self-Sustaining Afghanistan</i> to both the Joint Coordination and Monitoring Board and to the International Bonn Conference held in Germany at the beginning of December. This submission articulated a clear strategy for dealing with the anticipated economic shock that will result from the transition process, and for better managing development assistance. The conclusion can be made that the Government of Afghanistan has advanced considerably in its efforts to effectively plan for, and to support the development of the country.
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Progress Indicator	Baseline	2011 Target	Quarterly Result
Better government monitoring and reporting mechanisms in place to ensure transparency.	Comprehensiveness of budget execution and financial reports, frequency and public access to them (PEFA rating): 3 (April 2008).	Comprehensiveness of budget execution and financial reports, frequency and public access to them (PEFA rating): 3+.	As of November 30, 2011, the Afghan government has completed 14 of the 22 National Priority Programs (NPPs), as envisaged at the 2010 Kabul Conference. Each of the completed NPPs has been drafted by the respective line ministry, with consultation from the international community and finally approved at the cabinet level. Each NPP outlines the priorities for each ministry, with the inclusion of measurement indicators at the outcome and output level and mandated reporting timelines. As part of the NPP process, the Public Expenditure and Financial Accountability (PEFA) indicators for internal and external audit have been included. The conclusion can be made that the Government of Afghanistan has advanced considerably its efforts to develop better monitoring and reporting mechanisms with a view to improving transparency.

Benchmark: Afghanistan's ability to manage upcoming elections.

Progress Indicator	Baseline	2011 Target	Quarterly Result
The establishment of a national voter registry.	Pilot voter registration process carried out in three selected provinces (April 2008).	Update of registry completed in a four-phased approach, in advance of 2009 presidential elections: <ul style="list-style-type: none"> - 14 provinces registered in phase I; - 10 additional provinces registered in phase II; - 6 additional provinces registered in phase III; and - 4 additional provinces including Kandahar registered in phase IV.* <p>*The target was updated as the Government of Afghanistan's plan for voter registration was finalized.</p>	TARGET ACHIEVED: It was announced in the tenth quarterly report that this target had been achieved.
Progress Indicator The number of registered voters nationally.	Baseline Approximately 12.6 million voters in the existing registry (2005).	2011 Target Two million new registrants added to the current registry in advance of the 2009 presidential and provincial council elections; 500,000 new registrants added to the 2009 registry in advance of the 2010 parliamentary and district council elections.	Quarterly Result TARGET ACHIEVED: It was announced in the thirteenth quarterly report that this target had been achieved.
Progress Indicator The percentage of voter turnout.	Baseline 70% of registered voters participated in the last presidential elections; 51.5% of registered voters participated in the last parliamentary and provincial council elections.	2011 Target 70% turnout for men; 40% turnout for women. These targets are consistent with figures currently being used by the UNDP ELECT project.	Quarterly Result As noted in previous quarterly reports, the UNDP no longer uses the metrics identified in the 2011 target.

Progress Indicator	Baseline	2011 Target	Quarterly Result
The establishment of an independent electoral complaints commission.	An independent electoral complaints commission does not currently exist (August 2008).	Establishment of an independent electoral complaints commission.	TARGET ACHIEVED: It was announced in the tenth quarterly report that this target had been achieved.

Political Reconciliation

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

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

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

Progress Indicator	Baseline	2011 Target	Quarterly Result
The Afghan government identifies the institutions and officials responsible for promoting Afghan reconciliation and a national reconciliation process is established.	A clear institutional focal point and process have yet to be identified (August 2008).	A lead authority is moving the reconciliation process forward.	TARGET ACHIEVED: It was announced in the eleventh quarterly report that this target had been achieved.
Progress Indicator	Baseline	2011 Target	Quarterly Result
The Afghan government is better able to communicate with Afghans about reconciliation.	The Government of Afghanistan's ability to share information about its programs, policies and objectives in a timely manner is limited (August 2008).	The Government of Afghanistan is actively sharing information, at the national, provincial and district levels, regarding its programs, policies and objectives for reconciliation.	TARGET ACHIEVED: It was announced in the tenth quarterly report that this target had been achieved.

