

**AFGHANISTAN**  
**MONTHLY PROGRESS REPORT**  
**May 2012**

The UK is engaged in Afghanistan as part of a 50-nation coalition to prevent international terrorists, including Al Qaeda, from again using Afghanistan as a base from which to operate, threatening our security and that of the region.

The Government has committed itself to keeping Parliament informed about developments in Afghanistan on a monthly basis. This eighteenth report covers progress in May 2012. It reflects the combined assessment of the Foreign and Commonwealth Office, the Ministry of Defence and the Department for International Development.

The Rt Hon. William Hague MP  
Secretary of State for Foreign & Commonwealth Affairs

**Overview**

At the NATO Summit in Chicago on 20-21 May, the international community demonstrated its enduring support to Afghanistan beyond the end of security transition. ISAF partners delivered on the commitments made at the Bonn Conference with credible financial contributions to sustain the ANSF beyond the withdrawal of ISAF troops. They also agreed NATO's long-term role in Afghanistan up to and beyond 2014. The Summit sent a clear message to the Afghan people that we will not abandon them. It also sent a clear message to the insurgency that they cannot wait us out. The Summit Communiqué reaffirmed NATO's commitment to full implementation of United Nations Security Council Resolution (UNSCR) 1325 on women, peace and security. It also endorsed a Strategic Progress Report on mainstreaming UNSCR 1325 into NATO-led operations and missions.

At Chicago, partners also noted the progress in security transition and welcomed the recent announcement of tranche three in May. They looked ahead to the mid-2013 milestone, the point at which the fifth and final tranche is expected to begin and the Afghan National Security Forces will take on lead security responsibility across the country. When transition completes at the end of 2014, the ANSF will have full security responsibility and ISAF will move away from a combat role.

It is vital for the Tokyo Conference on 8 July to deliver much-needed aid commitments. This will complement the security commitments made at Chicago, to ensure Afghanistan continues to develop after international troops have departed.

We encourage all international partners to commit at Tokyo to stand by Afghanistan for the long-term and provide concrete aid pledges for at least the period up to 2017. To persuade the International Community to provide continued assistance, the Afghan Government will have to demonstrate clearly that they are serious about fighting corruption and making key policy reforms.

On 13 May, the Afghan Government announced the third tranche of areas to enter transition. Once tranche three begins, 75% of the Afghan population will be living in areas where the Afghan National Security Forces (ANSF) have lead security responsibility. Tranche three, which includes a number of challenging areas, will include Nahr-e Saraj, the third and final area within the UK's area of operation to begin transition. Lashkar Gah and Nad-e-Ali entered transition in tranches one and two respectively. Transition in these tranches has progressed well, with ANSF capability continuing to improve. The process remains on track for transition to complete in all areas of the country by the end of 2014.

With UK support, Afghan Government revenues continued to increase. The Afghan Revenue Department (ARD) reported revenue collection of US\$ 2.02 billion for 2011/12. This is a 23% increase year on year and more than eight times the level of revenue collected in 2004/05 when our support to the ARD began.

## **Political**

### **NATO Summit, Chicago**

At the NATO Summit in Chicago on 20-21 May, the international community demonstrated its enduring support to Afghanistan beyond the end of security transition. ISAF partners delivered on the commitments made at the Bonn Conference with credible financial contributions to sustain the ANSF beyond the withdrawal of ISAF troops, and also agreed NATO's long-term role in Afghanistan up to and beyond 2014. The international community made pledges totalling around \$1bn towards the US request of \$1.3bn. We expect other countries to finalise their contributions over the coming months. We are aware that the following countries have publicly committed money to support the Afghan National Security Forces after 2014:

Afghanistan, United States, United Kingdom, Australia, Italy, Germany, Netherlands, Belgium, Denmark, Luxembourg, Latvia, Estonia, Georgia, Montenegro, Finland, Turkey, Canada, New Zealand, Pakistan, Norway, Hungary, Austria and Romania.

It will be for the Afghans and the US to confirm when they believe that sufficient funding to sustain the Afghan National Security Forces beyond 2014 has been pledged by contributing nations. The UK announced that we will provide £70m for an initial period from 2015. This will be in addition to the UK's leading role in the Afghan National Army Officer Academy. Funding will be kept under review. As the capacity of the Afghans to fund their own forces increases, we would expect the contribution from the international community to decrease.

The NATO Strategic Plan for Afghanistan was also agreed by Heads of State and Government at the Chicago Summit. It confirms that NATO will lead a post-ISAF mission to train, advise and assist the ANSF and sets out the activities in which NATO expects to be engaged after 2014. This plan will form the basis of future work by NATO with the Afghan Government. The UK intends to play its part in supporting NATO activities.

The Summit sent a clear message to the Afghan people that we will not abandon them, and a clear message to the insurgency that they cannot wait us out. The Summit Communiqué reaffirmed NATO's commitment to full implementation of United Nations Security Council Resolution (UNSCR) 1325 on women, peace and security. It also endorsed a Strategic Progress Report on mainstreaming UNSCR 1325 into NATO-led operations and missions.

### Reconciliation and Reintegration

The UK remains committed to the principle of an inclusive political settlement for Afghanistan. We condemn the assassination in Kabul on 13 May of Arsala Rahmani, Deputy Chairman of the High Peace Council. He was an Islamic scholar and an active member of the Council, which is working towards peace in Afghanistan.

A Taliban spokesman was quick to deny responsibility for the killing. On 14 May, Pakistani press indicated that a faction of the Taliban named the *Mullah Dadullah (Fed'in) Front* had claimed responsibility. It is unclear whether his death will have any major repercussions on the reconciliation process.

The formal reintegration programme, which is closely supported by the UK, is an important element in the peace process and around 4,500 insurgents have enrolled nationwide. While this represents progress, the pattern of take up across the country so far has been uneven and we wish to see more progress in the volatile south of the country. We also continue to encourage dialogue aimed at high-level reconciliation, even though the Taliban's suspension of talks over the proposed political office in Qatar remained in place through May.

### US/Afghan Strategic Partnership Agreement

During a visit to Afghanistan on 1 May, President Obama and President Karzai signed the US-Afghan Strategic Partnership Agreement. This provides a framework for US support to Afghanistan after 2014, designating Afghanistan as a major non-NATO ally. The US-Afghanistan Strategic Partnership Agreement, the UK-Afghanistan Enduring Partnership Agreement and other bilateral agreements send a powerful message to the Afghan people, the region and the insurgency of our long-term commitment.

### Strengthening the Afghan State

#### **Rule of Law**

##### National

The Interior Ministry and the International Police Co-ordination Board hosted a Police Conference on 3 May on the development of the Afghan National Police (ANP). Conference participants agreed to establish three working groups to look at professionalisation of the ANP, police-justice links and reform of the Ministry. The working groups will meet throughout the summer and there will be another conference later in the year to review progress.

At the NATO Chicago Summit on 21 May, nations agreed that the professionalisation of the ANP and movement towards it becoming a more civilian law enforcement force was

necessary. They also noted that this would require an adequate plan to be developed by the Afghan Government, supported by the International Police Coordination Board.

Over 3,400 ANP have now been trained at EUPOL's Police Staff College on courses including Leadership and Management, District Commander Leadership and Train the Trainer. Since the opening of the Crime Management College in April 2012, over 240 ANP officers have participated in courses focused on the handling of crime scene investigations.

### Helmand

Transfers of prisoners to the National Directorate of Security (NDS) detention facilities remain suspended. Work continues to address the issues raised by the Detention Oversight Teams in their visits to locations in Helmand.

The Interior Ministry agreed a significant increase in the *Tashkiel* (number of staff) of the Central Prisons Directorate to 1,847 nationally. We hope that Helmand Provincial Prison will receive some of these additional guards. The CID police *Tashkiel* was increased by 18, leading to significant opportunities to place police officers into specialist police roles.

Contractors have started work on the new dedicated women's prison. The facility will provide fit-for-purpose accommodation for women and their children and an education and vocational training unit. This project will also incorporate a new guard room and training academy.

The Afghan Government's announcement of the areas to go into the third stage of transition on 13 May included five more Helmand districts. These were Garmsir, Reg-e-Khanneshin, Dishu, Washir and Nahr-e-Saraj, the last remaining district in the UK's area of operations to enter transition.

### **Governance**

The UK-funded *Tawanmandi* programme to strengthen civil society invited proposals for its second round of project support. This funding round will provide core grants of up to US\$ 1 million for civil society organisations working outside Kabul on peace-building, anti-corruption, access to justice, media and human rights projects. Proposals are also expected to reflect the needs of women, the disabled and young people. The first funding round provided grants to 27 civil society organisations, 15 of them women's organisations, to carry out peace-building and conflict resolution work across Afghanistan.

The Nahr-e-Saraj District Community Council (DCC) election was held on 8 May. Of the 4,423 people that were registered to vote, 4,091 individuals actually voted, of which 1,023 were female. There were 45 candidates for 27 male seats and seven candidates for five female seats. The Sangin DCC held their inaugural meeting on 30 May. There was a high turnout following the murder of one of their members, Raz Mohammad, on 27 May.

### **Economic and Social Development**

IMF staff visited Kabul in May to review progress against programme benchmarks. Good progress has been made in a number of areas. We welcome the announcement by the Government of Afghanistan that they will actively pursue prosecutions against individuals who stole money from the Kabul Bank. This will give Afghan people confidence that

corruption will be tackled. Indictments have finally been prepared for some of those responsible and the cases will be heard at a Special Tribunal convened to cover the civil and criminal elements of this landmark case. So far \$100m of the \$935m stolen from Kabul Bank has been recovered.

More work is needed to recover stolen assets and prosecute those responsible for the Kabul Bank fraud. The UK continues strongly to encourage the Afghan Government to take urgent action ahead of the Tokyo Conference in July and will continue to press for continued progress after the conference.

With UK support, Afghan Government revenues continued to increase. The Afghan Revenue Department (ARD) recently reported revenue collection of US\$2.02 billion for 2011/12. This is a 23% increase year on year and more than eight times the level of revenue collected in 2004/05 when our support to the ARD began.

UK assistance for better public financial management in Afghanistan continued to help the Afghan Ministry of Finance to improve the way the Government formulates and spends its budget. UK aid is providing training to staff in the Budget Reform Unit, including on budget formulation, execution and reporting processes. Our support to the Budget Execution Directorate is helping the Treasury Department work better with key Afghan Government Ministries to ensure they get the finance they need to take forward vital economic and governance reforms.

Our support to the Aid Management Directorate also helped the Ministry of Finance develop a new aid management policy and 'Mutual Accountability Framework'. The Framework is to be agreed between the Government of Afghanistan and international partners at the Tokyo Conference in July. This document will set out the vital economic and governance reforms that the Afghan Government must take forward in the years ahead. The framework will also make clear the responsibility of international partners to provide reliable and predictable support to meet Afghanistan's development needs up to security transition and beyond.

In conjunction with NZAid (New Zealand), DFID provided a tractor to each of 37 farming cooperatives in time for this year's planting season. The tractors were provided as part of the 'Strengthening the Agriculture Sector in Afghanistan' programme, which is helping farmers improve wheat and potato seed as well as animal health services.

A UK-funded vocational training programme in Helmand recently reported another 2,381 graduates completing training courses, bringing the total number of students equipped with vital technical skills including carpentry, plumbing and electrical maintenance to more than 3,300 since the beginning of 2012.

## **Counter Narcotics**

Eradication of opium poppy continues. By the end of May, around 10,000 hectares had been eradicated, an increase of approximately 150% on last year.

## **Security**

### **Afghan National Security Forces (ANSF) Growth and Capability**

The growth of the ANSF to a force of 352,000 has always been intended as a temporary surge in order to ensure a high operational tempo is maintained throughout transition. The size of the enduring force was discussed at the NATO Chicago Summit. The preliminary model for the future ANSF, defined by the Afghan Government and the international community, envisages an enduring force of 228,500 with an estimated annual budget of \$4.1bn. This will be reviewed regularly against the developing security environment. The pace and size of a gradual managed force reduction from the ANSF surge peak to its sustainable level will be decided by the Afghan Government in consultation with the international community.

The international community and the Afghan government recognise that the ANSF will require financial support in the years after 2014 when the ISAF mission ends. At the Chicago Summit NATO and ISAF partners reaffirmed their commitment to this process and made clear that they will play their part in the financial sustainment of the ANSF. At the end of May, the international contribution (non-US) stood close to \$1bn against an overall US request of \$1.3bn. We expect other countries to finalise their contributions over the coming months.

**Table One: ANSF Growth to 31 May 2012**

	<b>Objective</b> (31 October 2012)	<b>Target Strength</b> (31 May 2012)	<b>Actual Strength</b> (31 May 2012)	<b>May Target Met</b>
<b>ANA<sup>[1]</sup>:</b>	187,000	173,500	186,012	YES
<b>AAF:</b>	8,000	5,800	5,580	NO
<b>ANP:</b>	157,000	150,531	144,182	NO
<b>ANA Officers:</b>	28,400	27,700	27,100	NO
<b>ANA NCOs:</b>	67,100	64,100	50,000	NO

**Table Two: ANSF Attrition Rates**

	<b>Target Monthly Attrition</b>	<b>Actual Monthly Attrition</b>	<b>April Target Met</b>
<b>ANA:</b>	1.4%	2.3%	NO
<b>AAF:</b>	1.4%	1.0%	YES
<b>ANP:</b>	1.4%	1.0%	YES
Uniformed Police	1.4%	0.9%	YES
Border Police	1.4%	1.3%	YES
National Civil Order Police	1.4%	1.8%	NO

## Violence Levels

On 2 May, the Taliban issued a statement announcing that their spring operations would commence on 3 May. The announcement marked their post-winter return to operations and

<sup>[1]</sup> ANA reported strength no longer includes civilians or Afghan Air Force (AAF) personnel.

reflects the intent of the Taleban senior leadership to conduct a violent campaign in Afghanistan.

Nationwide violence levels increased in May following an early end in the major growing regions to the poppy harvest. Historically the end of the harvest allows a greater number of insurgents to rejoin the fight and a greater incidence in violence levels is to be expected. At this stage of the summer it is too early to draw any finite conclusions on the state of the insurgency or the effectiveness of their campaign.

In Regional Command (South West) which includes Task Force Helmand – the UK’s area of operations - there has been a similar increase in violence levels. This trend is likewise aligned to seasonal patterns as insurgents shift to combat operations as the poppy harvest ends.

### **Task Force Helmand Unit Re-named**

On 23 May, Combined Forces Lashkar Gah and Nad-e Ali were renamed Transition Support Units Lashkar Gah and Nad-e Ali. This reflects the continued progress of both districts as they gradually transition to Afghan security control and marks the first steps in the Task Force’s formal adoption of ISAF’s security force assistance model. The change in name is indicative of the evolving role of UK forces in central Helmand. UK forces which will increasingly focus on training, advising and assisting the Afghan security forces as we move towards completion of the transition process at the end of 2014.

### **France**

President Hollande confirmed that France would end its combat mission in Afghanistan by the end of this year. However, as the transition process continues, France has been clear that it will maintain a presence in the country. As part of ISAF French forces will support the development of the ANSF beyond the end of their combat mission.

**Table Three: Security Incidents**

<b>Type of incident</b>	<b>Definition</b>	<b>Change from April 2012</b>	<b>Comparison with May 2011</b>
Security incidents	Enemy action and explosive hazards, both executed attacks and ‘potential’ attacks (e.g. an IED found and cleared)	↑ Rise in attacks	↑ Rise in attacks
Enemy initiated attacks	Attacks executed by insurgents (This does not include ‘potential’ attacks)	↑ Rise in attacks	↔ No significant change
Complex attacks	Attacks conducted by multiple hostile elements employing at least two distinct classes of weapon	↑ Rise in attacks	↓ Fall in attacks

**Table Four: International Contributions to ISAF**

<b>Country</b>	<b>Contribution</b>	<b>% of Total</b>
US	90,000	69.8%
UK	9,500	7.4%
Germany	4,900	3.5%
Italy	3,816	3.0%
France	3,308	2.6%
Poland	2,457	2.0%
Romania	1,843	1.5%
Australia	1,550	1.2%
Spain	1,481	1.2%
Turkey	1,327	1.0%
Others (38 nations)	8779	6.8%
<b>Current Total</b>	<b>128,961</b>	<b>100.00%</b>
<i>Above numbers are indicative of troop contributions as at 18 April 2012, actual numbers fluctuate daily. Source: ISAF</i>		

**Foreign and Commonwealth Office  
June 2012**