



**UNITED STATES GOVERNMENT**  
**INTEGRATED**  
**CIVILIAN – MILITARY CAMPAIGN PLAN**  
**FOR SUPPORT TO**  
**AFGHANISTAN**



**August 10, 2009**

SENSITIVE BUT UNCLASSIFIED

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## Executive Summary

*Our troops have fought bravely against a ruthless enemy. Our civilians have made such great sacrifices. Our allies have borne a heavy burden. Afghans have suffered and sacrificed for their future. But for six years, Afghanistan has been denied the resources that it demands. Now we must make a commitment that can accomplish our goals.*

*-President Barack Obama  
March 27, 2009*

The Integrated Civ-Mil Campaign Plan for Afghanistan provides guidance from the U.S. Chief of Mission and the Commander of U.S. Forces-Afghanistan to U.S. personnel in Afghanistan. The Plan represents the collaborative effort of all the USG Departments and Agencies operating in Afghanistan and the range of different equities, resources, and approaches. The Plan is based on close collaboration with the International Security Assistance Force (ISAF) as well as the United Nations Assistance Mission in Afghanistan (UNAMA) and partner nations to build effective civilian and military mechanisms for integrated assistance. But its most important component is a strong partnership with the Government of the Islamic Republic of Afghanistan (GIROA) that will build the capacity needed to provide Afghanistan with a stable future. The ultimate goal is for the GIROA to have full responsibility for its own security and administration as the international community continues to offer economic assistance, training, and other non-combat support for the continued development of the country.

USG efforts must focus on the people of Afghanistan. Our every action must help secure, mobilize and support the Afghan people and their government to defeat the insurgency and establish effective governance. Shifting our focus to the Afghan population requires the integrated, synchronized efforts of our civilian and military teams working across Security, Development, Governance, and Information in new, comprehensive ways. Through integrated teams across Afghanistan, resources and personnel will be applied against 11 areas of Counter-insurgency (COIN) “Transformative Effects.” We have identified strategies in each of the areas to transform the situation in Afghanistan. The strategies outline the actions necessary to improve population security and reduce insurgent capability while advancing governance to include elections; providing increasing access to justice; promoting reintegration; increasing jobs and agricultural opportunity; countering the nexus of drugs, crime and insurgent activity; facilitating border management; and controlling the communications “space.”

### Core Principles

As we move forward in the execution of this Campaign Plan, the following core principles should be followed:

- ***Afghan Leadership, Afghan Capacity, Afghan Sustainability.*** Our efforts in Afghanistan must be designed, at all times, to assist the Afghan government to assume a more effective leadership role.
- ***Action is Required at All Levels.*** We must increase our focus on sub-national levels where the insurgency draws strength through coercion and exploiting people’s dissatisfaction with their government and local conditions. We will focus on communities to drive a wedge between the insurgents and the people and give the people the freedom and a reason to support the Afghan government. At the same time, we will continue to invest in critical infrastructure and service delivery systems critical to the development of sustainable national governance and economic growth. Our efforts must be balanced in order to ensure capacity is built to be sustainable and mutually supporting from the local village to the provincial center to Kabul.

- ***Unity of Effort Comes Through True Integration.*** Multi-level integrated planning and operations between civilian and military components must be designed to assist Afghanistan. In Kabul, the Embassy and civ-mil working groups will organize along functional lines. For example, all agriculture officials will be in a single integrated agriculture office without agency separations. This will require a change in practice and thinking. In the field, civ-mil teams will organize effectively at the district, provincial, and regional level to implement the COIN mission and reduce “stove-piping.” Additionally, our civilian structures will be reorganized to achieve more coherent civ-mil integration.
- ***The International Community is a Key Partner.*** Our success in Afghanistan depends on our close collaboration with our allies in ISAF and our friends in UNAMA in promoting our goals. Afghanistan is also benefiting from the significant contributions of other governmental and non-governmental members of the international community. The international circle of support for Afghanistan, should continue to expand with assistance from the USG. This requires an agreement on how to bring together USG COIN objectives with the approach of many international partners in a mutually supportive and sequenced manner.
- ***Giving Guidance, Resources and Authority at the Right Levels.*** We will focus more of our tools and resources at the sub-national level to allow our civilian and military teams in the field, working in partnership with the Afghan people, to lead security, reconstruction and governance initiatives. This effort should be directed at restoring peace and security to Afghanistan from the bottom-up.
- ***Progress must be Visible and Measurable.*** Showing tangible progress to the Afghan population and the international community is crucial, particularly in the short-term. We will use clear criteria for gauging this progress against clear goals and measuring success to help us properly allocate resources to ongoing initiatives, and reassess our strategy in a timely manner.
- ***Accountability and Transparency.*** Our actions must embody and foster accountability and promote good government. This means holding ourselves and GIRoA to high standards and best practices in any agreement that we negotiate with the GIRoA and other partners. We must ensure our assistance does not feed corruption or abuse of power in the government or among our partners in the field. We must also avoid close association with corrupt officials and institutions in the eyes of the people and use our leverage to change the behavior of those who seek personal gain over service to the Afghan people. The USG should set a standard for transparency, by ensuring our own processes are above reproach and by working hard to encourage the GIRoA to demonstrate a clear commitment to fight corruption and to provide the Afghan people with access to justice.

In the coming year our greatest effort will be focused in southern Afghanistan where deployment of additional military and civilians resources will target the insurgency at its heart, in Helmand and Kandahar provinces. Securing the most unstable provinces will have a cascading impact on the rest of the country. The eastern part of Afghanistan will be our second priority area of focus. Efforts in both areas will work to protect the population and create space for previously isolated communities and the government to put in place effective local governance, develop the local economy and revive agriculture.

The integrated effort will evolve to reflect the necessities of the ISAF military Campaign Plan which will continue to be adjusted based on the changing security situation and available resources. Our ongoing multi-level push to turn the tide in Afghanistan will require continuous assessment of our plans and resources with required shifts in programs, staffing and force laydown to meet changing needs. It also requires a commitment to provide military commanders and civilians on the ground with the

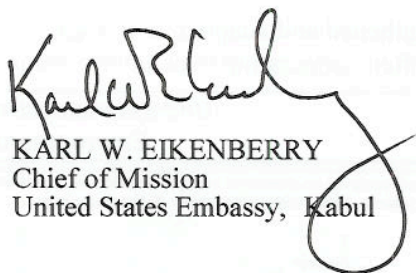
resources they need to execute the President's strategy. This is based on a strong recognition that the effort in Afghanistan to date has lacked unity of effort and the resources for success.

The U.S. Embassy has put forward comprehensive budget and personnel requirements for the mission through separate channels. ISAF and USFOR-A recommendations on the military requirements to support the integrated campaign are included in reports to the Secretary of Defense and Secretary General of NATO.

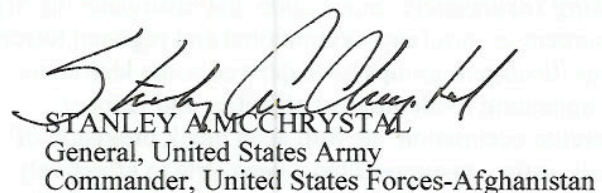
Since the majority of U.S. military forces are under International Security Assistance Force (ISAF) control, successful execution of a civ-mil effort requires close coordination between USG civilian elements and ISAF. U.S. Embassy Afghanistan (USEMB-A) with the support of USFOR-A will assess progress on the Civ-Mil Campaign Plan on a quarterly basis, in close coordination with ISAF. This integrated assessment process will provide decision-makers in Afghanistan with information necessary to prioritize and direct allocation of resources and efforts and inform Washington. This plan will be reviewed no later than 6 months and revised in 1 year, although we also anticipate there may need to be adjustments throughout the year as we put the President's new strategy in action.

#### **A Shared Vision for Success**

The Integrated Civ-Mil Campaign Plan is an ambitious agenda for change which requires additional resources. It also recognizes that the challenges to Afghanistan are complex, the solutions will not be simple, and there is no single formula for success. Constant dialogue, initiative and assessment combined with persistent partnership with ISAF, UNAMA, GIRoA and partner nations will help the Afghan people realize the progress and stability that have eluded them for so long. Our strategy in the months ahead will work to achieve the conditions for stability, increase GIRoA accountability, support a GIRoA-led political solution to end violence through amnesty and reintegration, enable an environment for economic confidence, improve livelihoods, and extend governance that meets the needs of the people and the country as a whole. Our success will ensure that terrorists and their supporters will never again take control of Afghanistan's destiny.



KARL W. EIKENBERRY  
Chief of Mission  
United States Embassy, Kabul



STANLEY A. MCCHRYSTAL  
General, United States Army  
Commander, United States Forces-Afghanistan

## Purpose of Integrated USG Efforts in Afghanistan

The U.S. broad strategic goal in Afghanistan is to disrupt, dismantle, and eventually defeat Al-Qaeda (AQ), its allies and its safe havens in Pakistan, and to prevent their return to Pakistan or Afghanistan.

In order to make progress against this goal in the next three years, the USG will:

1. Promote a more capable, accountable, and effective government in Afghanistan that serves the Afghan people and can eventually function, especially regarding internal security, with limited international support.
2. Develop increasingly self-reliant Afghan security forces that can lead the counterinsurgency and counterterrorism fight with reduced U.S. assistance.
3. Involve the international community more actively to forge an international consensus to stabilize Afghanistan.

The following Plan provides guidance from the U.S. Chief of Mission and the Commander of U.S. Forces-Afghanistan to U.S. personnel on how to execute this mission over the next three years. It focuses in detail on the next 12-18 months as a critical window for demonstrating measurable progress to the Afghan people and to the international community.

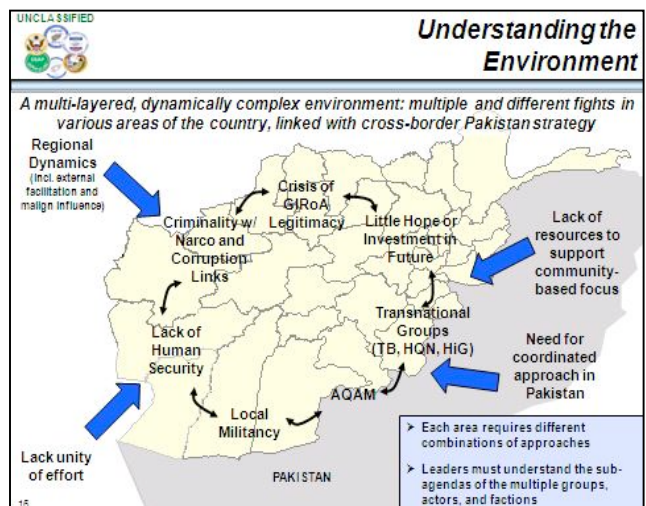
This plan directs the prioritization of USG efforts and resources and identifies areas of significant cooperation with GIRoA, ISAF, UNAMA, and other members of the international community. While ISAF forces are referenced, this plan does not presume to direct ISAF, non-U.S. PRTs, or U.S. forces under ISAF, or of course other donors. Rather, to achieve the objectives in this plan, it will be synchronized with the ISAF military campaign plan, subsequent military orders, ISAF Regional Command plans and orders, and the plans of international counterparts. In addition to President Obama's strategy and supporting USG policy, the plan draws on guidance from the Afghan National Development Strategy, the Afghanistan Compact, and NATO Operational Plans.

## Strategic Situation

Major dynamics within and outside Afghanistan create challenges to achieving the U.S. Strategic Goal and shape the Plan:

**Rising Insurgency:** Since 2005, the insurgency in Afghanistan has strengthened and adapted, with local insurgent groups (and international and regional terrorist organizations) often cooperating to achieve common aims. Insurgent groups have derived some legitimacy by appealing to ideological affinities and fears of "foreign occupation" as well as in quick provision of local justice. Insurgents have been able to effectively understand and exploit local grievances, particularly where the government has been absent or abusive. Insurgent linkages with narco-trafficking and criminals have fueled their activities, increased their ability to intimidate the population, and fed corruption. Recruitment of young men continues on both sides of the Afghanistan-Pakistan border.

**Crisis of GIRoA Legitimacy:** In many areas, the Afghan population neither trusts nor respects a government they perceive to be involved in abuse of





power, rampant corruption, and predatory behavior with few opportunities for redress. This perception is compounded by the government's inability or perceived unwillingness to ensure security and justice, a lack of bureaucratic and human capacity to provide responsive services, and a sense of neglect by Kabul. Important population groups have seen little reason to abandon their historical suspicion of the central government. The disconnect between Kabul and Afghans throughout the country is exacerbated by political patronage (appointments and financial control), confusion over roles in sub-national governance, and alternative power structures run by warlords, powerbrokers, and insurgents. The crisis of legitimacy provides insurgents with an important rallying and recruitment point.

***Little Hope or Investment in the Future of Afghanistan:*** Nearly 25 years of violence have devastated the Afghan polity, economy, and society, leaving it the fifth poorest country in the world. Its high infant and maternal mortality rates, low life expectancy, and low literacy levels will continue to constrain Afghanistan's ability to strengthen its government and its economy for many years. Improved access to education, basic health care, and potable water have still often fallen short of expectations. Unmet expectations and lack of security are major considerations as communities choose to resist intimidation, engage with GIRoA (including ANSF) or give in to the draw of poppy income. Many Afghan groups understandably take a "wait and see" risk management approach where they attempt to gain what they can before violence returns again.

***Lack of Human Security:*** Many Afghans struggle to meet their survival needs due to an overall breakdown of traditional structures, poor economic and difficult climatic conditions, and insufficient security resulting from criminality, narco-trafficking, and a culture of violence developed over decades of war. While most Afghans reject Taliban ideology, key groups have become nostalgic for the security and justice Taliban-rule provided. To capitalize on this, the insurgency provides brutal but swift justice and targets government symbols, such as officials, ANSF, schools, clinics and district centers. Slow progress in building the Afghan National Police (ANP) and Afghan National Army (ANA) have undermined GIRoA ability to begin to protect the population.

***Rising Criminality with Narcotics and Corruption Links:*** Criminal networks, organized around narcotics and other forms of smuggling, flourish with impunity amidst local insecurity and minimal border controls. Differentiating between criminals and insurgents has become increasingly difficult. The narcotics industry continues to undercut licit agriculture, development, and governance, and is one of the most important sources of funding for the insurgency. In the South, people are dependent on poppy revenue and loans, threatened by narco-security forces, and beholden to criminal networks. Around the country, flagrant criminality, narcotics trafficking, and apparent immunity from law undermine GIRoA and international forces' effectiveness.

***Impact of Human and Physical Terrain:*** Factors such as strong tribal and ethnic identities, a culture of reciprocal violence, and an historical aversion to foreign powers tend to favor the insurgency and any resistance to central government. All ethnicities, particularly the Pashtun, have guarded their independence against the perception of a predatory central government. Afghanistan's geography leads to isolated and remote communities removed from government structures and mainstream information sources. A deep-seated culture of violence, driven by decades of war, retribution and revenge for past grievances paired with competition over limited resources, results in uncontrolled tribal feuding that is exploited by insurgents. The rallying call in the past for the State and rebel groups has been to join together to resist external invasion.

***Regional Dynamics:*** Afghanistan's future success is linked to regional stability and addressing the violent external drivers of Afghanistan's insecurity. In Pakistan, Deobandi and Wahabist *madrassas* (with external support) teach extremist ideologies which fuel insurgency in Afghanistan and in Pakistan's frontier and tribal areas. Though relations have improved between Afghanistan and Pakistan's civilian government, Pakistan's military and intelligence institutions retain an "ambiguous relationship" with the Taliban. Iran continues to seek political influence due to cultural ties to Shia communities, potential trade corridors, concern over the inflow of narcotics, and threat of Sunni Islamic fundamentalism that is often violently anti-Shia. Other

regional actors, such as the Central Asian states, Russia, and China have significant interests in Afghanistan – economic, political, and security – and must be a part of any regional effort for stability.

## Transformative Effects

In order to direct the full range of USG diplomatic, military and development tools to address the core challenges, USG actors at multiple levels in consultation with their Afghan counterparts and ISAF identified 11 key Counter-Insurgency “Transformative Effects.” The strategies to implement these effects and promote transformation cut across Security, Development, Governance and Information operations and are specifically designed to reduce stove-piped international efforts. Each strategy lays out tangible objectives, starting with visible, measurable progress by 2010 that demonstrates to the Afghan people that they can rely on positive momentum towards stability, protection from the insurgency, and a more accountable and capable government. USG efforts must influence the population’s decision to resist the insurgency and support the government while reducing their sense of vulnerability, dissatisfaction and opposition.

### 11 Transformative Effects:

- Population Security
- Elections and Continuity of Governance
- Expansion of Accountable and Transparent Governance
- Claiming the Information Initiative
- Access to Justice
- Action Against Irreconcilables
- Creating Sustainable Jobs

The USG will give particular priority to the following Transformative Effects:

*Population Security:* Securing the populations in the key provinces of Helmand, Kandahar, Khost, Paktya and Paktika and other areas where the insurgency operates is critical to the COIN effort. This will require growth in ANSF capability, capacity and professionalism, refocusing of our combat operations, and significant partnering with and mentoring of the ANSF as well as local work with communities on their own protection.

*Elections, Continuity, and Expansion of Accountable, Transparent Governance:* Supporting a credible and secure election process and a new program for institutional capacity building and accountability will help the new Afghan Administration set a clear agenda for change. This platform must involve a new partnership between the USG, International Community and GIRoA and between GIRoA and the Afghan people. It must also include work towards a political solution and amnesty/reintegration effort, which will require a shift in influence and leverage.

### Focusing effort at three levels simultaneously:

The USG strategy in Afghanistan across the 11 Transformative Effects will be simultaneously executed with Afghan partners at three levels: Community, Provincial and National. The insurgents have predominantly focused their efforts on communities, while the USG focused at the national, and with fewer resources, at the provincial level. In changing our focus we need to see rapid progress against insurgent influence in communities at the district and local level, while at the same time continuing to set the conditions for longer-term success through capacity building at the provincial and national level which sustains local gains.

At the COMMUNITY level the USG will work to protect and empower affected communities to reject the insurgency and participate with a voice in government in prioritized areas. Efforts must address the heart of what matters to the local population: protection and security; service delivery, agriculture and employment; legitimate authority, access to justice, strengthened community fabric, and land allocation; and ultimately the ability to counter predatory and abusive use of power by government and other local power players.

At the PROVINCIAL level (to include municipalities) the USG will work to connect government to the people to build capacity and confidence and shift incentives in favor of support to GIRoA. Efforts must

counter official abuse of power, build government presence and capacity, increase accountability of services and job creation and mentor and partner with the ANSF.

At the NATIONAL level the USG will assist Afghan leadership to build the necessary responsive institutions of a government committed to its people and achieve broader unity of effort for stability with, by and through the Afghan government. This includes a compelling narrative of change. Efforts must grow and reform the ANSF, counter high-level abuse of power, and continue national capacity-building efforts, in partnership with key ministries, the Independent Directorate of Local Governance (IDLG) and the Civil Service Commission. We will also focus on developing services based on accountable funding and resources. Diplomatic efforts will continue to strive for an Afghan-led political solution to the insurgency and policy and programs for amnesty and reintegration.

The Transformative Effects will be prioritized by the civ-mil teams for their respective region, province and district to address regional dynamics and conflict, take advantage of local opportunities, mitigate risks and find solutions. Each of the following summaries will be supported by more elaborate work plans developed by national level working groups or regional civilian-military teams, which include 3-year objectives, roles and responsibilities and specific metrics to measure progress.

## Population Security

*Afghans feel free from violence and coercion by insurgents, criminals, and terrorists and increasingly trust security forces to protect them, enabling resistance to the insurgency and support for GIRoA.*

**Background:** To date there has been insufficient force presence (ANSF and ISAF/OEF) to secure population centers. ANP development has lagged due to many challenges: corruption and abuse, poor quality and ethnic balance of recruits, high casualty rates, attrition, inadequate logistics, poor leadership, insufficient ANSF cooperation, and under-resourcing and mentoring for many years. International military action resulting in civilian casualties has exacerbated popular insecurity and increased alienation.

**Change Concept:** Protecting the population involves: 1) preventing intimidation and violence against the population that makes them vulnerable to insurgent control and alienation from GIRoA; 2) reducing incentives (through negative or positive enforcement) for participation in insurgent or violent criminal groups. Threats to population security beyond the insurgency also includes: criminality, ethnic and tribal disputes, predatory security forces, and civilian casualty incidents and inappropriate coalition force behavior. The population's physical and mental confidence and resilience to resist threats will be bolstered by effective ANSF and responsible ISAF/OEF presence, community security arrangements and increased stakeholder participation in their community through improved governance, rule of law and economic opportunity.

### Priority Objectives 2009-2010:

- Increased ANSF presence and internal cooperation, combined with expanded ISAF/OEF partnership provide for protection of population centers, improved freedom of movement, expanded GIRoA presence, and reduced INS influence.
- Improved responsibility and accountability within the ANSF begins to reduce public suspicion and distrust.
- Pilot community security arrangements provide the population with buy-in and protection as an intermediary step to achieving GIRoA monopoly of force.
- Transfer of Lead Security Responsibility (TLSR) preparations provide an incentive for increased Afghan ownership of security, contributing to trust in and engagement with ANSF.
- Civilian casualties and negative behavior of international security forces are substantially reduced in reality and popular perception.

### GIRoA National Level Decision Points

- Agreement by GIRoA to develop a viable National Security Strategy which meets national security requirements and defines ANSF roles and enforces a population security focus including role of community security arrangements
- Decision on final ANSF end-strength, sustainment, and plans for right-sizing, including request to double current ANSF (under tashkil) forces in the South

### MAIN EFFORTS

#### Community level:

- Establish basing and conduct operations for security presence in critical areas.
- Reduce CIVCAS and other acts that create opposition among the population.
- Reform and mentor ANP units to protect communities and establish rule of law.
- Ensure equal access to ANP recruitment for all population groups through political outreach.
- Mobilize support and trust for ANSF efforts.

#### Provincial level:

- Build and mentor COIN-capable ANA to defeat internal threats and support ANP as necessary.
- Improve ANSF interoperability, coordination, cooperation, and mutual support, particularly ANA in support of ANP in contested areas.
- Place Afghans in charge of operations working towards transfer of lead security responsibility.

#### National level:

- Develop MOD, ANA and MOI capacity for accountability, interoperability, and oversight.
- Develop strategies and incentives to mitigate against high levels of ANSF attrition.

#### All levels:

- Support reduction of ANSF corruption and abuse.
- Improve border security efforts to stem cross-border flow of insurgents and insurgent logistics.

## Claiming the Information Initiative

*Government and community leadership communicate with the Afghan people on a common vision of hope and progress that convinces Afghans to resist insurgent influence and reject violent extremism.*

**Background:** This builds off the NSC Strategic Communications Plan for Afghanistan and Pakistan. The Afghan Government and the insurgency are struggling to decisively influence the Afghan population in rural communities, major population centers, and Kabul. In Kabul, GIRoA has a growing capacity to tell a story of substantial, though uneven, progress in providing security, economic opportunity, and social justice. However, in many rural communities, insurgent messaging resonates more deeply, feeding on a mistrust of centralized government, unhappiness with lack of services, and widespread grievances related to continuing insecurity, government corruption, and the presence and actions of foreign forces.

**Change Concept:** For the Afghan people to back nascent progress, they must see and experience security, improved government services, and economic opportunities in their community. At the same time, Afghans must view the insurgency as vulnerable to resistance at the local level. Communications from credible Afghans that highlight positive GIRoA actions, the costs of the insurgency, and examples of successful community resistance will undermine the insurgency in rural communities.

### Priority Objectives 2009-2010:

- Insurgent and extremist capability to influence Afghan attitudes and behavior discredited and diminished.
- Afghan Government Information Service operating across all Afghan Ministries and provinces.
- GIRoA communications with the Afghan people and the International Community demonstrate increased capability, capacity, credibility and effectiveness with messaging coordination with other partners.
- Afghan integrated national, regional and community communications plans developed and beginning to be implemented to achieve desired effects at each level.
- Afghan and international public demonstrate increased support for goals and policies in Afghanistan.
- Independent Afghan media capacity increased across the communications spectrum.

### USG/ISAF National Level Decision Points

- Decision to develop procedures for rapid media declassification to be shared with GIRoA and the other international partners

### MAIN EFFORTS

#### Community level:

- Connect traditional communicators with positive government initiatives (e.g. town halls, radio call-ins with agriculture workers, ANA/ANP, mobile courts).
- Foster community dialogue that promotes ownership and resilience through traditional communicators (word of mouth, *shuras*, *jirgas*)

#### Priority Provincial centers:

- Build Afghan government capacity to develop and deliver message of tangible progress.
- Identify, develop and enable network of provincial communicators (e.g. university/*madrassa* students, ANA, religious leadership).

#### Kabul support:

- Engage key young Afghan leaders from provincial centers and villages.
- Coordinate technical assistance and support to development of independent radio.
- Develop the communication infrastructure to foster dialogue by the local population.

#### At all levels:

- Build GIRoA Ministry and provincial capacity for rapid and credible media communications.
- Improve coordination of international efforts to build Afghan communications capability.
- Improve content, capability and access of the independent media and extend its reach.
- Create an assessment fusion cell to collect and analyze perceptions, trends, and atmospherics.
- Incorporate deeds based message analysis into Coalition/GIRoA operational planning.

## Access to Justice

*Afghan access to fair, efficient and transparent justice in both state and traditional justice mechanisms is increased and Taliban influence on the informal system is reduced.*

**Background:** Traditional dispute resolution mechanisms are integral to Afghan society. Imposed dispute resolution has been a core insurgent strategy. Some communities have been forced to accept “Taliban justice” to restore order or avoid violence and intimidation. In many areas, a governance void combined with corrupt and inept state justice institutions leaves communities with few alternatives for impartial justice. As security operations diminish Taliban influence, communities require respite from predatory corruption, ineffective policing, and increasing criminality. Women face even more daunting challenges getting access to justice.

**Change Concept:** To many Afghans, the concepts of security and justice are inseparable. Following clearing operations that undermine or remove Taliban influence, stability is increased by creating the space to rebuild dispute resolution. Holistically improving police and state justice services at provincial and key district centers provides more effective access to justice (particularly for underserved individuals such as poor rural populations and women) and improves communities’ confidence in their government.

Building Afghan leadership and competence in the justice system and particularly in key provincial centers, making the public aware of such improvements, and demonstrating action against serious corruption and abuses protect against loss of faith in government that could drive communities back to insurgent-based systems. Ensuring that courts have alternatives to incarceration and that the accused are treated fairly and humanely with rehabilitation protects against prisons breeding radicalization.

### Priority Objectives 2009-2010:

- Shuras in priority areas fairly resolve local disputes, increasingly free of insurgent influence.
- Police in pilot areas demonstrate an understanding and adhere to the laws they must protect and develop working relationships with prosecutors.
- State justice involves communities in locally-based reconciliation as part of resolving criminal disputes.
- Target communities seek and receive justice in key population centers that is fair and professional.
- Training ensures that gaps in the “justice continuum” are addressed and Afghan law is applied properly.
- Alternatives to incarceration are employed in pilot areas and improperly imprisoned inmates are released.
- Mechanisms to ensure justice sector security are in place for institutions and personnel.
- Incentives for corruption and abuse by justice sector officials (including ANP) are increasingly removed.
- Population is increasingly able to report, seek action and see results against government abuses.
- USG hard-line on political interference in judicial cases begins to raise the costs of this behavior.

### ISAF/GIRoA National Level Decision Points

- Determination of support to justice sector security and oversight of training of security forces for this role

### MAIN EFFORTS

#### Community level:

- Support community efforts to build fair and effective local dispute resolution mechanisms.
- Expand reach of state system through capacity building, judicial security and district infrastructure.

#### Priority Provincial centers:

- Improve capacity of justice continuum (police-defense attorney-prosecutor-judge-prison) in key centers.
- Increase public awareness of when justice is effectively executed.
- Act decisively against corruption and abuse
- Update and improve law faculty curricula.
- Improve prisons and incarceration alternatives to avoid insurgent “breeding grounds.”

#### Kabul support:

- Develop legislative framework.
- Support efforts to build Afghan leadership and oversight of the justice sector with attention to budget, strategy and oversight capacity.
- Support Anti-corruption initiatives such as the Anti-Corruption Unit, CN Taskforce, etc.
- Build capacity of legal aid and defense counsel and perform cross-training.

## Expansion of Accountable and Transparent Governance

*Increasingly responsive, capable, and accountable governance at all levels competently serves the people, reinforcing a growing sense of connection and legitimacy.*

**Background:** While GIRoA has seen improvements in the leadership and capacity of some key Kabul ministries and select provinces, these advances have not translated into tangible change at the sub-national level. Afghans continue to perceive an absence of governance and accountability, lack of service delivery, and predatory abuse of power among GIRoA officials. Confusion over the nature of sub-national government, centralized control over appointments and financing, and alternative power structures run by warlords and insurgent leaders further distance the Afghan people from their government. This gap in GIRoA presence at the local level allows insurgents use critical communities for safe haven.

**Change Concept:** In underserved, less stable areas, a government presence that provides basic public services that are visible, non-abusive, non-discriminatory, and responsive to local needs will connect populations to GIRoA. Linking informal and formal structures at the local level up to district, provincial, and national institutions and resources will further bolster responsive and accountable governance.

### Priority Objectives 2009-2010:

- Civil service increasingly trained and incentivized through standard curricula, provincial training centers and improved pay and grade systems.
- Expanded number of GIRoA ministries qualified for direct funding certification.
- GIRoA funding from Kabul to provinces and districts is increasingly transparent.
- Provincial / district officials demonstrate greater presence at the local level.
- Pilot mechanisms identify corruption by provincial and district government officials, and punish/change behavior.
- GIRoA officials at multiple levels are better prepared to manage funding in critical provinces.
- Priority municipalities improve licit revenue collection and use it for services and infrastructure.
- Councils and Ministries develop and advocate for transparent, prioritized provincial plans and budgets that meet community needs.
- Community *shuras* play increasing role in settling local disputes and responding to local needs.

### GIRoA National Level Decision Points:

- Adoption and implementation by GIRoA of the Sub-National Governance policy
- Determination of provincial budgets and level of decision-making and transparency of funding
- Determination on governor oversight of police

### MAIN EFFORTS

#### Community:

- Expand community mechanisms for governance including support for local and community *shuras*.
- Expand coverage of basic public services including basic health and education services.

#### Provincial and district:

- Work with local leaders to identify and take action against corrupt officials.
- Support civil services sub-national training program and recruitment and incentive packages in key underserved areas.
- Enable Provincial, District & Municipal Officials to manage operating Funds.
- Partner with sub-national officials to identify and advocate for local, district, municipal, and provincial needs with line ministries.
- Build capacity of councils to translate local needs into Development Plans.
- Strengthen capacity of Provincial and, eventually, District Councils.

#### National:

- Build capacity of Civil Service Commission to grow cadre of functional civil servants and strengthen IDLG capacity to monitor and oversee sub-national officials.
- Strengthen the capacity of the national executive and “power ministries.”
- Strengthen civil society and media’s ability to monitor and hold government accountable.
- Leverage increased international presence for a coordinated approach to corruption.
- Take action against national-level corruption.
- Improve public funding mechanisms and budget transparency through capacity building of key line ministries.
- Support increased connection between

## Elections and Continuity of Governance

*Elections are credible, inclusive, and secure with minimal disruption, enabling a smooth post-election process.*

**Background:** Cultural, physical, and economic limitations mean that large segments of the population feel disenfranchised and apathetic towards participation in elections. Long-standing traditions of power politics, intimidation, and violence challenge the laws and processes for ensuring credible and transparent elections.

**Change Concept:** An electoral process that is considered credible, inclusive, and secure increases the legitimacy of elected officials and the accountability of GIRoA by providing the population a voice. By focusing efforts at the community and district levels, development and tailored programs can limit fraud and abuse of power and build a legitimate connection between the people and GIRoA. The formation of elected district councils in 2010 continues the positive momentum and provides popular representation to provincial and national government.

### Priority Objectives 2009-2010:

- National, Provincial, and District (TBD) elections are seen as legitimate.
- IEC is strengthened by credible, inclusive, and secure elections and the perception by the public and oversight organizations as unbiased.
- Voters go to the polls within a secure environment provided by ANSF, international military, and communities' prevention or mitigation of pre-election-related violence and protests.
- GIRoA and supporting partners are able to fairly and effectively audit election-related investments.
- Change of administration is completed with minimal disruption, including provision of services.
- Formerly marginalized groups (women and physically challenged) are part of the political process.
- Afghan media promotes open and issue-focused public discussions.
- IEC takes advantage of momentum and sets conditions for 2010 elections.

### GIRoA National Level Decision Points:

- Determination of single, non-transferable vote as the electoral system and associated boundary settings
- Agreement by GIRoA to implement electoral laws, amending them as needed to improve clarity
- Determination of best format for electoral disputes and complaints mechanisms
- Determination of budget requirements for district council elections, donor support, and integrated security
- Permanent capability to develop local election observation system
- Sustained funding to maintain elections systems at a similar level of capability as 2009 elections

### MAIN EFFORTS

#### Community level:

- Develop a more robust local observation capability.

#### Provincial level:

- Ensure Operational Coordination Centers – Regional and Provincial are informed, planned, sustained, and mentored.

#### Kabul level:

- Support IEC neutrality and continuity.
- Assess the security capacity to support elections.
- Conduct post-election strategic contingency planning for continuity of governance.
- Provide elections administration support for 2009 and 2010 elections.
- Improve elections administration through support to International Observation.
- Develop public campaign financing system.
- Develop fraud prevention measures and reinforce existing sanctions to prevent illicit activities.

#### All levels:

- Support strategic communications and outreach for civic education, fraud reporting, and transparency.
- Improve female presence at the polling centers and participation in electoral events as appropriate to ensure broad participation
- Support candidate access to media.
- Ensure US impartiality.
- Support participation in political groups.



## Creating Sustainable Jobs for Population Centers and Corridors

*Licit small and medium enterprises create jobs and grow incomes in population centers and corridors, while improvements in the business enabling environment encourage large-scale investment in strategic sectors and extend opportunities to rural areas.*

**Background:** Degrading poverty and widespread unemployment in population centers are currently exploited by insurgent and criminal elements for recruitment. Population centers without jobs and improved services become foci of frustrated job seekers, squalor, and corruption. The urban population (now at 40%) is expected to double by 2015. Kabul's population tripled in 8 years to an estimated 4.5 million. The majority of new migrants are young, military-aged males. Job growth must serve both urban and rural areas. GIRoA cannot win the battle against extremism if it wins in the countryside but loses the centers.

**Change Concept:** Significant growth in jobs can provide a viable alternative to violence or criminality, "outbid" the Taliban and promote a sense of progress to counter insurgent propaganda. As business opportunities and access to credit become more widely available in key population centers they need to draw from an increasingly skilled workforce. Initial investment projects will take advantage of economies of scale and local comparative advantage to increase job options. Power, credit, and legal improvements lower the cost and risk of investment to investors who guarantee jobs for Afghan target populations. A growing revenue base, if captured by GIRoA, can subsidize infrastructure and services in areas critical to COIN.

### Priority Objectives 2009-2010:

- Young men and former insurgents know about jobs and training opportunities and skilled vocational students find jobs, based on market labor analysis.
- Afghan enterprises become competitive by comparative advantage and deliver to increasing domestic demand.
- Bridging solutions lower the cost of power and enable business investment requiring reliable power.
- Barriers to investment are reduced through medium credit opportunities, formalized banking, and improved contract oversight, while improvements in transport, logistics and customs decrease costs of cross-border trade and goods.
- USG contracting improved to reduce leakage to black market, increase demand through local procurement, and ensure use of local Afghan labor to quota.
- Basic legal framework for commerce and finance enacted by government oversight which is predictable and non-predatory. Financial institutions double loan portfolios and increase access to financial services.
- Afghan businesses are increasingly able to take advantage of an improved trade environment (SAFTA, completed Transit Trade negotiations, GIRoA coordination to support negotiation of trade pacts).
- Early indications that GIRoA can meet donor expectations reinforce willingness to invest in jobs.

### GIRoA National Level Decision Points

- Agreement by GIRoA to oversee a Jalalabad and Kabul city plan
- Determination of a land rights adjudication process

### MAIN EFFORTS

#### Provincial and Community level:

- Promote security arrangements which improve employer confidence.
- Facilitate development of business/trade associations.
- Improve workforce skills through market analysis to identify required local skill sets and connecting training to business.
- Facilitate access to small and medium credit and business services.
- Assist GIRoA to lower the cost of power for job-generating businesses.
- Support Municipal development including revenue collection, water, sanitation, power and basic services.
- Improve access to electricity and movement for goods and services, including secure trade corridor infrastructure (roads, canals, rail).

#### National level:

- Identify incentive structures to aid local business and GIRoA to reinforce licit trade.
- Implement customs improvements.
- Make improvements to trade agreements and financial systems for investment and reduced trade barriers.

## Agricultural Opportunity and Market Access

*Viable agriculture related employment and market development provide licit alternatives to narcotics and insurgent related activities and connect people to their government.*

**Background:** Agriculture is the major source of income and livelihood for approximately 85% of the Afghan population. However, for many Afghans, agriculture provides subsistence but little opportunity. Farmers have limited access to quality inputs and credit, suffer from pre- and post-harvest loss, and struggle to transport their products to markets. In addition, lack of strong public services to farmers at the national, provincial, and local levels inhibits agriculture sector growth and reduces Afghan confidence in their government. Furthermore, poppy's higher profit margins and wages lure many farmers into activities that feed instability, support the insurgency, and undermine the government.

**Change Concept:** For Afghans in rural areas, expanded agricultural opportunities and market access reduces the economic appeal of narcotics, insurgent, and criminal activities. An Afghan government that delivers services and facilitates agribusiness will result in more agricultural sector jobs, increased support for the Afghan government, and a marked reduction in the insurgency's influence in key districts and communities.

### Priority Objectives 2009-2010:

- Capacity of the Ministry of Agriculture, Irrigation and Livestock is strengthened to effectively deliver services to farmers at the national, provincial and local levels.
- Farmers in critical areas begin to access key value chain inputs, and applied research and extension services for their crops and livestock.
- Farmers, small businesses, and associations receive vouchers for inputs, cash-for-work, and small grants, reducing their dependence on narco-traffickers for inputs and funding.
- Farmers and small businesses along main trade corridors begin to link the production, processing, and marketing of licit alternatives to poppy.
- Initial watershed assessments completed and labor-intensive local watershed rehabilitation underway in 50% of target districts with special emphasis on insurgent prone areas.
- Trees planted, *qarezes* and irrigation canals repaired and maintained, and initial water use associations established in insurgent prone areas to slow erosion, improve access to water, and employ potential insurgent recruits.

### USG National Level Decision Points:

- Determination to establish flexible mechanisms to devolve USG contracting, program management and quality control authorities to the regional/provincial level to direct quick agriculture assistance to a large number of MAIL-selected farmers in insurgent prone areas

### MAIN EFFORTS

#### Community level:

- Establish Afghan-led decision-making body to determine beneficiaries and districts that will be served through:
  - vouchers for agricultural supplies
  - cash-for-work programs that support production and market development
  - small in-kind grants to farmer groups and associations
- Rehabilitate watersheds using labor-intensive methods to support improved local irrigation.

#### Provincial level:

- Develop agribusiness along economic corridors to reduce appeal of poppy, including:
  - market promotion and trans-border facilitation
  - transportation and storage
  - food safety
  - pest risk management
  - opportunities for contract farming
  - packaging, post-harvest handling, and processing
- Build provincial Director of Agriculture and extension worker capacity.
- Increase the area of arable land and farmer access to water from large irrigation systems.
- Conduct comprehensive watershed assessment in 22 provinces.

#### Kabul level:

- Build Ministry capacity through direct financial, technical, and program management assistance.
- Facilitate trilateral transit trade consultations between Afghanistan, Pakistan, and United States.

## Action against Irreconcilables

*Irreconcilable insurgent leaders and networks are defeated. They are rejected by the Afghan population and cannot threaten the security of Afghanistan or legitimacy of GIRoA. Al Qaeda is unable to use Afghanistan to launch international terror attacks.*

**Background:** Uncompromising ideological extremists will endeavor to counter progress by intimidating and influencing the Afghan population. These elements cannot be swayed to become productive members of Afghan society, and they must be defeated. Success will take a comprehensive effort to marginalize and separate these irreconcilables from the population; an important element of this effort is taking direct action against them.

**Change Concept:** In COIN, insurgents are separated from the population primarily during the “shaping and clearing” phases, enabling GIRoA and the international community to successfully “hold and build.” Action is taken in a mutually supportive way with all other COIN goals including ANSF development (through partnering and mentoring), winning the trust and confidence of the people (through actions as well as information operations), and damaging illicit funding (through synergies with countering the nexus efforts). Strategic messaging and information operations are a primary component of this effort. The U.S. disseminates information in a clear, truthful, timely manner that resonates with Afghans and counters extremist ideology and disinformation by understanding and synchronizing effects of direct action on the COIN mission; developing capability to predict potential second- and third-order effects of actions planned/taken.

### MAIN EFFORTS

#### All Levels

- Improve capacity and coordination within Afghan security-related ministries and organizations.
- Develop sophisticated and shared understanding of enemy networks, leaders, key nodes, and connections to finance, counternarcotics, and foreign influence.
- Develop mechanisms to better leverage and work with local and community structures, leveraging social pressures, norms, and national sentiments.
- Emphasize information operations and strategic communications.
- Mobilize the population to resist and inform on irreconcilable activities/actors.
- Prevent or diminish extremism inside detention and incarceration facilities.

#### Priority Objectives 2009-2010:

- Insurgent funding, command/control, and supply networks and strategies are identified and disrupted.
- Insurgents are isolated from the population, reduced in area and influence.
- Core insurgent networks and leaders are identified through enhanced and coordinated intelligence efforts.
- Insurgents’ internal divisions and distrust are exacerbated and exploited.
- Insurgents’ violence, intimidation, and safe havens diminished.
- ANSF increasingly capable of planning and conducting independent and coordinated operations against irreconcilable elements.
- Swift and effective direct action by Afghan forces, with support as needed, is taken against irreconcilables determined to be uncompromising and violent ideological extremists.
- Mechanisms in place to prevent or diminish radicalization during detention/incarceration.

#### USG/GIRoA National Level Decision Points:

- Preparation of Standard Operating Procedure to distinguish irreconcilables on the operational battlefield
- Define the gray area in which international and Afghan forces show operational patience before acting (i.e., dealing with so-called “middle or lower” level insurgents – potential ‘reconcilables’)
- Determination of detention / de-radicalization guidance

## Countering the Nexus of Insurgency, Narcotics, Corruption and Criminality

*Key nodes within the nexus of criminals, narcotics, illicit finance and corrupt government officials which feed into the insurgency are identified, targeted, and disrupted, significantly raising the costs and risks of this network.*

**Background:** The insurgency is fueled by a number of enabling factors, including a thriving narcotics industry, illicit finance, corruption at all levels of government, and a variety of other criminal enterprises (e.g. kidnapping, extortion, etc). The narcotics industry dominates Afghanistan's economy and has a chokehold on the country's other major industry, agriculture. Narcotics are a significant source of funding for the insurgency of an estimated \$3-4 billion dollars a year in drug revenue. These factors form a nexus that undercuts population security, legitimate governance, rule of law, licit agriculture, and sustainable development. Foreign financing from global state and non-state benefactors is contributing to the destabilization of Pakistan, providing material support to terrorism and fostering insurgent training and operations in the AF-PAK frontier zones directed against the governments of Pakistan, Afghanistan and international security forces.

**Change Concept:** Identifying and targeting key nodes in the nexus of insurgency, narcotics, corruption, and criminality will weaken the insurgency's material support. Tackling the nexus will hinder corruption and restrict insurgent capability, enabling Afghans to increasingly reject insurgent coercion and influence, and rapidly generate a more informed common operating picture of the nexus and targets for military or judicial actions.

### Priority Objectives 2009-2010:

- GIRoA successfully interdicts and prosecutes at least one high profile "nexus" conviction under illicit finance and public corruption laws.
- Robust Kabul-level coordination is established to investigate/prosecute "nexus" targets.
- Insurgents' internal divisions and distrust are exacerbated and insurgent coercion and intimidation tied to the nexus are diminished.
- Livelihoods program underway in semi-permissive environments leading to licit agricultural alternatives.
- GIRoA public information and law enforcement campaign influence farmers' planting decisions and raise the perceived risks of illicit crop production.

### USG/ISAF National Level Decision Points:

- Agreement to sustain diplomatic pressure on Pakistan and Gulf States to reduce terrorist financing
- Agreement to sustain and strengthen international (UN 1267) designation regimes

### MAIN EFFORTS

#### Community level:

- Conduct joint civilian-military operations against counternarcotics-insurgent targets in concert with Afghan law enforcement and military forces.

#### Provincial level:

- Improve prison and detention facilities so they can secure higher populations under humane and segregated conditions.

#### National level:

- Increase training, equipment, and supplies for prosecutors and judges in: counter narcotics investigations (CNPA); and terrorism investigations (MOI and NDS).
- Develop Embassy-level Nexus regional coordination mechanisms.
- Support increased size and capability of the Ministry of Interior Air Interdiction Unit, CN Kandak, Counternarcotics Police and an MOI general aviation unit.

#### All levels:

- Conduct in-depth intelligence collection against drug trafficking organizations supporting terrorism and insurgency.
- Effectively fuse, coordinate and de-conflict the collected intelligence among relevant agencies and organizations.
- Sustain diplomatic pressure to prevent political interference in nexus targeting.

## Community and Government-led Reintegration

*Mid-to-low level insurgents are re-integrated into Afghan society, reducing the strength of the insurgency.*

**Background:** Currently there are multiple on-going GIRoA efforts to develop policies and programs for reconciliation which build on the Peace through Strength (PTS) Commission and the experience of the directorate for the Disarmament of Illegally Armed Groups (DIAG). The Independent Directorate of Local Governance (IDLG) has proposed provincial governor-led reconciliation through provincial-level reconciliation *shuras*. GIRoA is expected to initiate a reconciliation strategy and amnesty and reintegration programs following the 2009 Elections.

**Change Concept:** Reconciliation is a tool for broader political engagement and settlement of violence. Lower-level efforts focus more Afghan leadership to reintegrate insurgents with their local communities to drain insurgent leaders of recruits and popular support. Lower-level reintegration brings insurgents off the battlefield. Local insurgents are separated from hardcore leadership by protection and sustained civic engagement, local security agreements, political accommodation, and other incentives. Higher-level reconciliation efforts fracture insurgent senior leadership, foster doubt in their ability to succeed against Afghan and international forces, and bring those willing to participate in a non-violent political process to the table. As reintegration is achieved among lower-level fighters, the government becomes stronger in crafting a political settlement, setting the stage for higher-level reconciliation. Reintegration becomes Afghan-led, addresses the motivations of reintegrating individuals and groups, focuses on long-term sustainability, and is inclusive even of insurgents that have acted against U.S., international, or GIRoA forces.

### Priority Objectives 2009-2010:

- GIRoA builds position of strength for a political solution to violence, weakening the resolve of local insurgents.
- Coherent, multi-level GIRoA program for reconciliation and reintegration is developed and backed by senior GIRoA and international leaders.
- Internal debate is created within insurgent senior leadership regarding alternatives to fighting, particularly between insurgent groups and increasingly within Taliban *shuras* (Quetta, Peshawar, Pakistani).
- Key communities open avenues for political engagement and are able to reintegrate former insurgents without violence.
- Pakistani groups (and other backers) pressure former recipients of their support to reconcile.
- Coordinated outreach to and engagement with moderate insurgents promotes defection.

### GIRoA National Level Decision Points

- Development of a multi-level strategy for reconciliation and reintegration that can be backed by the international community to coordinate the various stakeholder elements within GIRoA
- Decision on balancing reconciliation, amnesty and justice for insurgent actions
- Decision on how narco-criminal links should affect reconciliation and reintegration opportunities

### Cross-border Access for Commerce not

#### MAIN EFFORTS

##### Community level:

- Conduct political outreach in support of Afghan efforts at reconciliation to identify and engage key strong community groups.
- Support communities willing to reconcile or reintegrate lower-level fighters with economic development and security provision.

##### Provincial level:

- Support implementation of GIRoA-led program for reconciliation / reintegration of low / mid-level fighters.

##### National level:

- Establish a USG focal point to coordinate reconciliation efforts, facilitate information sharing, and cooperate with GIRoA efforts.
- Advise on the development of a coherent, multi-level GIRoA policy and strategy.

##### All levels:

- Conduct messaging in support of GIRoA-led efforts at reconciliation.
- Align community development efforts, community security arrangements, and access to justice initiatives.

## Insurgents

*Afghanistan works with regional partners to increase licit cross-border commerce and activities and reduce infiltration of insurgents and illicit goods.*

**Background:** GIRoA and border communities struggle to reduce the movement of insurgents, narcotics, and illicit goods that contribute to violence. Endemic corruption and inadequate facilities at border crossings limit effectiveness. Millions of dollars of revenue are lost daily through corruption, nascent systems and limited training. Border communities are the key to both security and sustained accountability of revenue collection. Increased Pakistani military operations in their western provinces will have effects on already vulnerable communities on the Afghan border. Increasing legitimate trade with Pakistan remains critical, with Af-Pak Transit Trade Agreement talks nearing conclusion in 2009. GIRoA needs to establish a unified point of coordination for all border related activities amongst seventeen Afghan ministries and international partners.

**Change Concept:** Expanding capable ABP and customs to key border areas improves security and process at crossing points. Better infrastructure provides a symbol of Afghan legitimate authority over its territory. Securing the population comes first through joint ANSF, building popular confidence and improving information, supplemented by growing effectiveness of Border Coordination centers. Services to border communities start to provide alternatives to smuggling or insurgent collaboration. Projects are developed with local groups where local illicit activities are targeted. GIRoA local engagement counters illegal groups who exploit local isolation and shifting national identities. Cross-border messaging and *jirgas* reach into tribal agencies to highlight local development and engagement. “Economic corridors” facilitate communication among chambers of commerce and generate economic growth and trade opportunities. GIRoA and the Pakistan Government connect their respective military and civilian agencies to focus on serving local communities and manage crossings.

### Priority Objectives 2009-2010:

- Cross-border movement of insurgents, narcotics and illicit material is disrupted by effective border security operations; ANSF and PAKMIL improve cooperation on security and required infrastructure.
- Local communities demonstrate support for GIRoA efforts to secure the AFG border and increase trade.
- ABP intelligence capability coordinates with BCCs and cooperates between ABP and Frontier Corps.
- Greater cooperation among customs authorities across borders and the standardization of processes allow for better oversight of legitimate trade and travel and generates customs and tax revenues for GIRoA.
- New ABP kandaks are established, interoperable with/supported by coalition forces, ANSF and NDS.
- Border force corruption is reduced by incentive pay.
- ABP Training is standardized and used by all mentors.
- Transit Trade agreement is completed by end 2009.

### USG/GIRoA National Level Decision Points

- Adoption of an automated system for immigration and a national structure for border activities
- Resolution of customs police status by MOI/ MOF
- Determination of policy on use of biometrics

### MAIN EFFORTS

#### Border area:

- Increase cross-border community dialogue.
- Improve capacity of Customs Dept/ ABP to screen goods, people, and transport.
- Execute effective coalition-ANSF operations to secure border communities.
- Inform Afghans of border security, crossing, trade and import procedures.
- Influence Afghan population to report criminals; publicize ANSF success.

#### Kabul/National support:

- Build inter-ministerial GIRoA capacity to oversee border security and management including support to the Trilateral process.
- Improve capacity of Customs Dept to streamline processes for trade.
- Train and equip ABP through focused border program and consolidated training.
- Develop “economic growth corridors” (Jalalabad-Peshawar, Kandahar-Quetta).
- Support the Customs Academy and train, equip and mentor Revenue Officers.
- Support the customs police through training, equipping and mentoring.
- Support refugee planning, and monitor community/ GIRoA capacity for response.
- Promote Kabul-level reform to ensure predictability of tariffs and processes.

## Overarching Risks and Opportunities

As we pursue these Transformative effects, we must take into account several risks. Increases in violence will likely accompany the influx of military forces as they move into areas controlled by insurgent groups. The extent of the new Afghan Administration's political will to shepherd change is still unknown and will likely be uneven on complex issues such as corruption. Teams will have to mitigate the probability that Kabul may replace several effective government officials with ineffective or corrupt individuals. Dashed hopes that corruption will be addressed could backlash against the USG and ISAF support for GIRoA. Increasing and more sophisticated attacks during elections, on GIRoA infrastructure and on major international projects as well as manipulations of civilian casualties could provide an important psychological victory for insurgents and challenge the international consensus.

There are several risks that, while less probable, will have significant effects on the plan and the mission. The first is possible spillover from Afghan elections which are widely viewed as unfair or marred by violence, leading to a political crisis and/or increased perception of GIRoA illegitimacy. The second is that insurgents are able to significantly ramp up attacks that destabilize GIRoA and fear of this growing insurgency causes non-Pashtun communities to rearm or reignite ethnic tensions and re-engagement of former external patrons. The third is that a major event, such as major spillover effect of violence in Pakistan, assassination of a key political leader or devastating attack on an ISAF partner significantly shakes the international consensus and radically alters capacities and resources.

While the insurgents operate in Afghanistan, efforts in Pakistan are critical to counter-insurgency success. We assume the Government of Pakistan will remain ineffective against Afghan insurgents located in Pakistan as long as they do not directly threaten Pakistan, ensuring insurgent safe havens even as International Security Forces effectively target these groups in Afghanistan.

At the same time there are several windows of opportunity over the next year. The first is that Pakistani military operations in their western provinces could open a second front for mid-low level insurgent fighters; splitting its focus, and possibly exposing extremist safe havens. If that tension is exploited properly, GIRoA and ISAF could increasingly stabilize the border and create space for economic and governance gains in eastern and southern Afghanistan. Strengthening existing mechanisms and developing new approaches for collaboration and coordination with USG efforts in Pakistan is essential to support a more robust GIRoA-Government of Pakistan collaboration and regional effort.

The second is that, beginning in September 2009, the newly elected Afghan President and Provincial Council members could use their mandate to push through broad new policies or needed reforms given the necessary leverage and political will.

The third is that new military and civilian resources have the potential to open up communities which have formerly been isolated or insurgent dominated and new civ-mil coordination will allow for synchronized security, governance and development approaches, creating a potential positive domino effect. However it will take some time to put the new capacities in place. New USG civilian and military capabilities will not be fully in place until early spring. Expected results from implementing new tools, such as in agriculture and rule of law, will not manifest until 2010. Many existing tools, contracts and mechanisms will need to be re-directed and prioritized to achieve our counter-insurgency objectives over the winter as the USG prepares for full operational capacity.

## National Framework

Within this environment, the transformative effects provide a framework for the USG approach to stabilization and counter-insurgency. The following section outlines concrete steps that the USG needs to

take in each region to achieve the 1 and 3 year objectives and the prioritized Transformative Effects. These regional USG efforts will work to achieve the following overarching National-Level objectives:

## **National-Level Objectives**

### **2009-2010**

- 1) *International security forces in partnership with Afghan security forces reverse security trends especially in Helmand, Kandahar, Khost, Paktya and Paktika facilitating GIRoA presence at sub-national level.*
- 2) *Government reintegration and communications efforts begin to reduce insurgent capability to influence the people.*
- 3) *Elections are viewed as credible, secure, and inclusive and conditions are set for 2010 elections. National and sub-national government is increasingly viewed as legitimate, accountable, and effective.*
- 4) *GIRoA works with Afghan local leadership to facilitate access to justice, restricting insurgency efforts to offer illegitimate substitute systems.*
- 5) *Expansion of agricultural capacity and local market access increases economic opportunity and employment and, with improved infrastructure, leverages emerging regional trade corridors to broaden access to regional markets.*
- 6) *Newly elected government of Afghanistan and international partners reach agreement on the principles for a way ahead.*
- 7) *GIRoA and international security forces action against the nexus between narco-traffickers, criminals, insurgents, and corrupt government officials, results in improved perception of governance and security.*

### **2011-2012**

Building on this progress and with unity of effort and increased resources in place, the USG will work towards the following objectives by 2011-2012:

- *Increasingly self-reliant ANSF secure the population and overmatch the insurgency in their attempts to influence the population. GIRoA assumes Lead Security Responsibility of Provinces and Districts equivalent to over 65% of the population.*
- *Government capacity to deliver services is significantly increased and expanded while perception of GIRoA responsiveness increases confidence in change.*
- *Government reconciliation actions open options for political solutions to violence, divide the insurgency, prevent insurgents from significantly influencing the Afghan people, and increase public trust and confidence in government.*
- *Afghan people increasingly see disputes resolved locally and have access to an improving justice process (formal and traditional). Agricultural and industrial capacities and regional trade create jobs and provide sustainable revenue to significantly reduce food insecurity and insurgency recruitment incentives.*
- *Communities have significantly shifted to licit economic activity. Criminals, insurgents and narco-traffickers are unable to operate easily together to exploit the population.*
- *GIRoA draws on a well-functioning and healthy relationship with the international community to support longer-term Afghan development.*

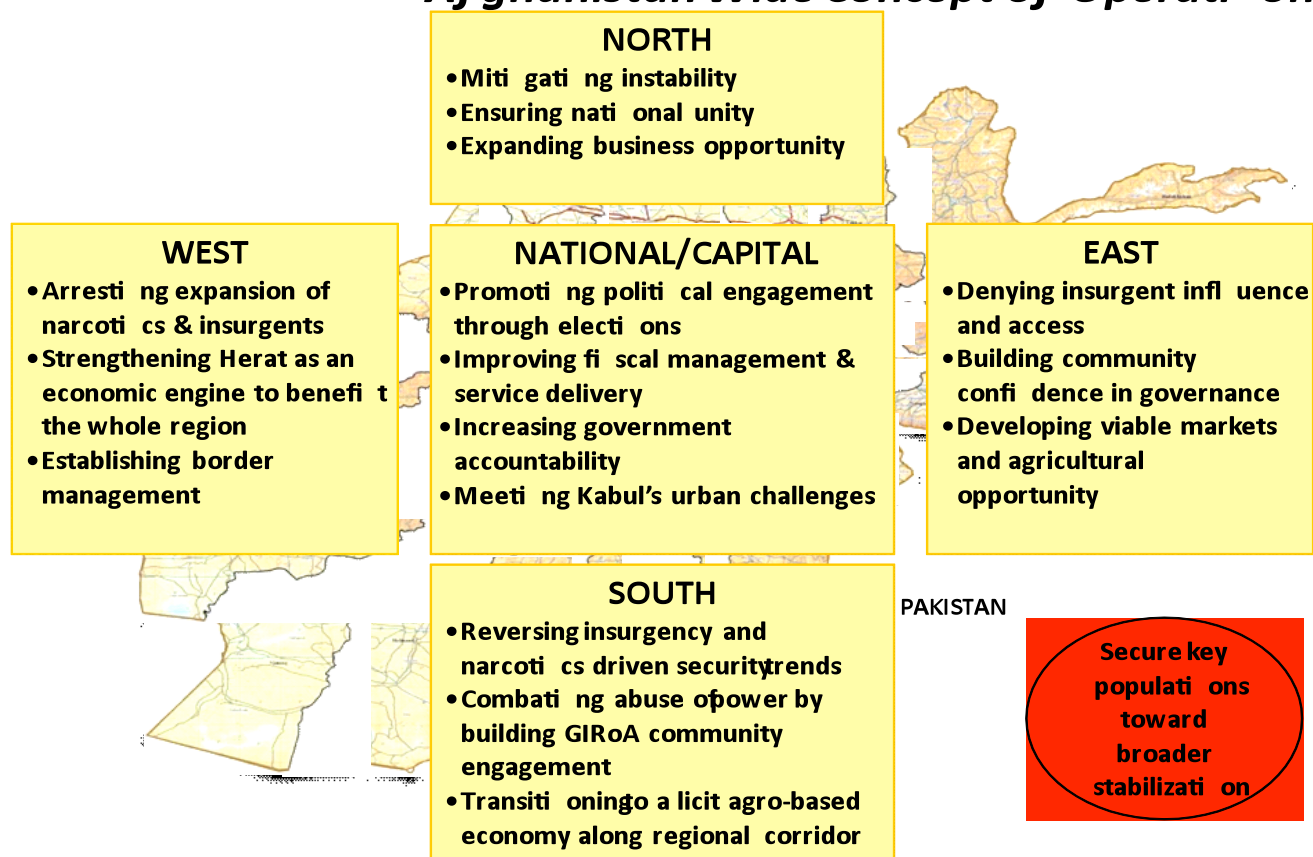


## Regional Framework:

Working towards these objectives across the country must take into account highly differing dynamics around Afghanistan and a broad spectrum of stabilization. Use of the ISAF Regional Command construct is merely for organizational purposes. The critical differences in dynamics within a region as well as the significant cross-boundary issues between regions will require cooperation to holistically address the dynamics of the Afghanistan insurgency.

**Themes:** The following themes drive USG civilian and military action in each region. USG teams, working with ISAF in each region will implement this intent, with adjustments to regional plans as necessary to account for a changing local environment:

## Afghanistan-Wide Concept of Operations



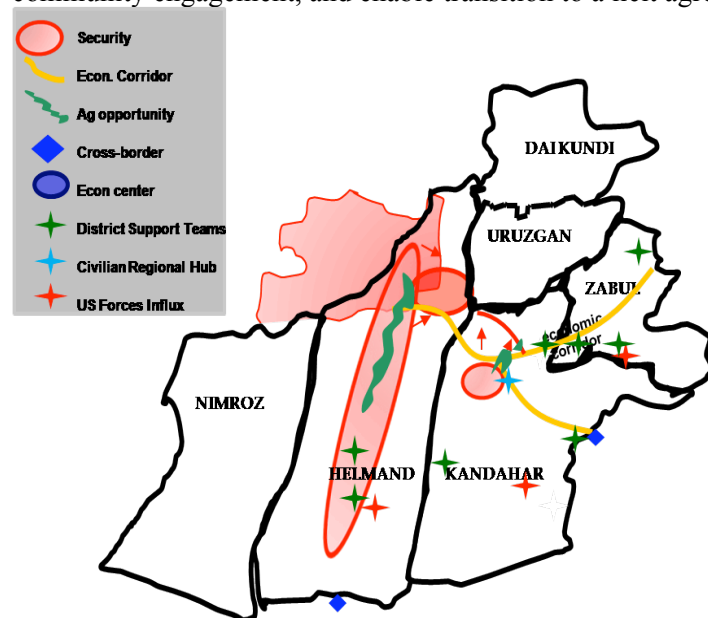
Regionally, the USG will focus in the South where the new influx of military and civilians over the next year will strike at the heart of the insurgency in Helmand and Kandahar, creating a ripple effect extending throughout the rest of the country. The East will be the second focus area as the USG works with increasingly effective government officials to leverage best counter-insurgency practices in effect. Efforts in both areas will work to protect the population and create space for previously isolated communities to connect with GIRoA and access licit economic opportunity. Given the timeframe for build up in the South, the USG effort in the East will have to play a key role in striking at the insurgents during their vulnerable winter months keeping them from returning to or from Pakistan and protecting the population from insurgent influence.

In the North and West, formerly quiet areas will likely pose growing challenges while the military effort continues to operate under an economy of force. The USG civilian presence based at two new consulates and regional hubs in these areas will work closely with international partners to help stem increasing instability.

To support these priorities, the USG will build on the uplift of civilian and military personnel and resources and put in place the structures necessary for unity of effort with international organizations and security forces operating in Afghanistan. Building up USG military and civilian capabilities and platforms and improving USG civ-mil coordination is the priority over the next six months.

## South

In the South, the USG will work with GIRoA and the 16 NATO and other international partners to reverse insurgency and narcotics driven security trends, combat abuse of power by building GIRoA community engagement, and enable transition to a licit agro-based economy along the regional corridor.



The following are USG Objectives for 2009-2010 in Southern Afghanistan:

- **Improved security around Kandahar City and along the Helmand River valley.**
- Elections increasingly **engage the population in the political process** GIRoA legitimacy begins to improve as a result of examples of definitive action against corruption.
- **Expansion of governance**, justice, and economic opportunity in Upper Sangin valley.
- Infrastructure and agricultural foundation for a **regional economic corridor** from Central Helmand and Kajaki to Spin Boldak.
- **Improved border control** and emerging customs capability.
- Major **insurgent-GIRoA-criminal-narco networks** identified and targeted.

**Focus efforts-** To achieve the above objectives, the USG in the South will focus their efforts on the following Transformative Effects:

**Population Security:** Pending changes in the campaign plan, reverse security trends by enabling ANSF security for the population in Kandahar City through focus on surrounding districts and separating the enemy from the people in the Helmand river valley. Increase security on major roads for improved freedom of movement for people and agricultural goods and protection against narcotics-related violence and intimidation. Increase ANSF size and strength through balanced recruitment, build the capacity of the ANP and Afghan Border Police (ABP), and continue ANA capacity building in order to transition to Afghan lead in security across the south as soon as possible in selected areas. This will strategically support the expansion of accountable and transparent governance and efforts to claim the information initiative.

**Agricultural opportunity and market access:** Support initiation of the transition to a licit agricultural (including horticulture and tree crops) economy driven by an overarching GIRoA regional economic strategy, which prioritizes infrastructure and agricultural assistance and builds the foundation for an economic corridor from Central Helmand and Kajaki to Kandahar City and Arghandab valley to Spin Boldak. Construction jobs will be created through the Arghandab River irrigation rehabilitation, SEPS expansion (including Kajaki Dam

and micro-hydro projects), and road network expansion (i.e., Gereshk-Garmsir, Tarin Kowt-Chora). Agricultural employment opportunities will increase through the increased provision of extension services and development/investment in the Kandahar City industrial park and the Bost agricultural processing site in Helmand.

**Border Access for Commerce not Insurgents:** Increase focus on the border region from Spin Boldak to Weesh Chaman, and interdict insurgents flowing into Afghanistan. Initiate security, development and governance programs in Spin Boldak area, moving to Shamalaz'ai, Bahram Chah and, in time, to Zaranji. Facilitate economic growth opportunities in this area while countering the flow of illicit goods and insurgents. Build the capacity of the ABP, establishing infrastructure and facilitating interoperability between Afghan and Pakistan forces to work toward a layered defence of GIRoA's borders, a regional intelligence network and functioning Border Coordination Center.

**Countering the nexus of narcotics, corruption, insurgency and criminality- "the nexus":** Conduct a re-balanced and concentrated "nexus" strategy through: intelligence analysis; target key individuals at the nexus of insurgency, narcotics, corruption, and criminality through appropriate means; and expand GIRoA capacity to fight corruption and narcotics. Conduct joint civilian-military analysis to enable operations to disrupt al Qaeda and Taliban financing nodes and networks. Increase human intelligence, Special Operations Forces, and Intelligence, Surveillance, and Reconnaissance (ISR) support for interdiction efforts. Implement a targetable alternative livelihoods program and sequenced agriculture strategy to facilitate the transition to a licit, agro-based economy. Coordinate the "nexus" approach through a fully resourced Counter-Narcotics Combined Joint Interagency Task Force – Afghanistan (CN CJITF-A).

**Expansion of Accountable and Transparent Governance:** Work in conjunction with the Helmand, Kandahar, and Uruzgan PRTs and through the Zabul PRT. Link security operations with community and government outreach and engagement. Facilitate the stationing of GIRoA governance personnel in the field and help ensure the necessary infrastructure and other support for them is available. Actively report abuse, apply leverage, and cooperate with official anti-corruption entities and communities to hold GIRoA officials accountable and reduce abuse of power. Support the Afghan government to provide basic services in key populations at the district, sub-district, and village levels through: building district good governance and connection to the people through implementation of national programs; supporting credible and inclusive presidential, provincial and district elections; increasing ministerial capacity at the provincial level; fostering greater dialogue with tribal elders; improving strategic communications on government provision of services such as health, education, policing, and agricultural improvements; and tying governance efforts to programs for "access to justice".

**Access to Justice:** As military forces "clear" previously insurgent or narco-controlled areas, work with communities to identify local dispute resolution mechanisms and ensure they are working drawing on GIRoA or Afghan NGO mediators as possible. Facilitate linkages between local groups and provincial or district formal justice institutions for issues that cannot be resolved at the local level. Address planning for judicial security to ensure that key populations have access to justice.

**Claim the Information Initiative:** Extend radio/television and cell phone coverage in key priority areas while actively engaging the media to counter insurgent propaganda. Focus on "tipping point" communities which may have had little positive interaction with GIRoA by working through local influencers, agricultural extension workers, and professional ANSF to highlight visible results of change. Underscore costs to communities of continued insurgent and narcotics activities. Concentrate on building Afghan capacity to communicate effectively in Kandahar City to capitalize on with improved security in 2010.

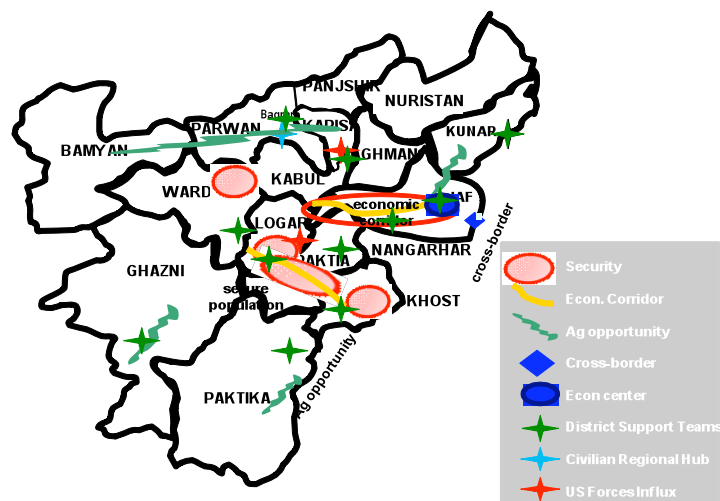
**Community and Government-led Reintegration:** As GIRoA develops a new formal program for reintegration, work in support of local GIRoA leadership to respond to mid-to-low level insurgents interested in reintegration through facilitating ANSF and local community guarantees of security, oversight, and to the

extent possible, incentives for the reconciled. In response to requests from GIRoA leadership, identify potential work or assistance programs which may include former combatants as part of a broader community approach.

**Essential New Resources:** Bolster the existing RC-S civ-mil planning cell with complementary expertise from the USG hub. Ten District Support Teams to extend the USG reach and partnership with GIRoA in key districts of Kandahar and Helmand. Civilian regional hub in Kandahar with 30 civilian experts and program managers to solidify robust civ-mil cooperation. Increase of US forces to improve ability to secure the population in areas which previously belonged to the insurgency including through new military police battalions for police training. Resourcing of CJATF personnel and resources. Recommendation pending with GIRoA to double the number of ANSF forces in the South to focus on population security, starting with recruitment and training to fill the full current tashkil this year.

## East

In the East, the USG will work with GIRoA and other partners to deny insurgent influence and access, build community confidence in governance, and develop viable markets and agricultural opportunity.



To achieve the above objectives, the USG in the East will focus their efforts on the following Transformative Effects:

**Population Security:** Clear and hold safe-haven areas in Khost, Paktia, and Paktika, working, as necessary, with local communities through pilot initiatives to take responsibility for their own security. Engage populations in other areas and around key routes and border crossings to ensure popular buy-in to continued freedom of movement and security. ISAF/OEF and ANSF will better distribute their presence to secure population centers, commercial nodes and key valleys ensuring we operate in areas we can “hold” and “build”.

Formalize the role and operational implementation of the ANP as the supported “hold” force with improved ANA operational support. Build key district police capacity to engage effectively to protect their local population. Work towards full capacity of the ANSF to take security responsibility in Nangarhar, Bamyan, Parwan, Panjshir, and Paktia. Implement anti-corruption efforts within ANSF, particularly ANP, to reduce a

The following are USG Objectives for 2009-2010 in Eastern Afghanistan:

- **GIRoA** connects with the populations in major centers and expands to key districts with improved service delivery.
- **Major population centers and communities** along HWY 1 and 1A are secure.
- **Elections increasingly engage the population** in the political process and continuity of government is not disrupted.
- **Formal legal systems** in Jalalabad and Khost strengthened and increasingly fair informal justice provided in target communities.
- **Agricultural opportunity in major valleys** is connected to regional markets.
- Improved road networks drive **market access**; combined with a **national power plan** this sets the stage for business in key areas.
- Improvements in **ABP capabilities and military action reduces narco-trafficking** and insurgent infiltration.
- Cross-border commerce and security improved (**particularly at Torkham**).

key irritant contributing to insurgent recruitment and undermining support for GIROA. Employ community security arrangements when local conditions necessitate and in association with the ANSF.

**Claim the Information Initiative:** Extend radio access in border communities and key underserved areas while actively engaging with media in key provincial centers to counter insurgent propaganda and build confidence in progress. Focus on “tipping point” communities working through local influencers, agricultural extension workers, professional ANA and ANP and mobile courts to highlight visible results of progress. Underscore costs to communities of continued insurgent activities to erode public support for extremists. Incorporate a deeds based message analysis into operational planning for Coalition and GIROA operations. Concentrate on building Afghan organizational capacity to communicate effectively by providing training, sharing our experience, and mentoring at all levels. Ensure that Afghans at all levels have improved access to multiple sources of accurate information and opportunities for dialogue with each other and with their government. Engage with independent media actors to build relationships that support GIROA and USG goals through timely, truthful, transparent reporting.

**Expansion of Accountable and Transparent Governance:** Target recently secured areas with focus on getting officials and civil servants in place with adequate infrastructure and support systems, while continuing work to improve lives of populations in municipalities and population centers. Extend resources to recently secured areas by focusing on personnel assignments to “widen the bench” and providing adequate infrastructure and supplies. Support training and increase of competent local civil service through recruitment and mentoring, and adequate pay. Use new methods and practices for utilizing increased USG civilian presence at all levels to work with key stakeholders to identify and remove corrupt officials. Focus on increasing public services in population centers to increase the legitimacy of the government. Support the significant role that informal bodies play in addressing local needs. This will include a plan for transitioning ASOP *shuras* to district councils as 2010 elections develop. In coordination with Kabul, work with key provincial ministries to improve financial management and provision of resources to the sub-national level, where services are delivered. Assist local leaders to advocate for the needs of districts to provincial centers, and the needs of provinces to Kabul.

**Access to Justice:** Focus on development of the formal justice system in Jalalabad, Bamyan, Gardez and Ghazni City as “islands of success” where provincial justice can act as a “draw” to justice-seekers and where business enabling rule of law can increase investment. Extend the range and availability of mobile courts and increase construction of justice sector infrastructure at the district level. Support key district leadership to ensure that local dispute resolution mechanisms are able to ensure fair and reliable decisions. Focus on action against corrupt or criminal elements according to agreed guidance.

**Elections and Continuity of Governance:** Facilitate broad participation of fragmented populations to ensure buy-in to the process, if not the results. Engage political parties in the northeast and build on 2009 momentum to set the conditions for parliamentary and district council elections. Ensure access for the elections process in more remote areas of Nuristan, Wardak, Ghazni and Paktya including Kuchi tribes disaffected by current voting restrictions. Provide planning support for Elections security. Support fair treatment of candidates in the media, non-intervention of government in campaign activities, and support measures to protect journalists. Avoid focusing solely on insecure areas which promote only an impression of deteriorating security conditions.

**Creating Sustainable Jobs for Population Centers:** Focus on job creation in the Jalalabad corridor, building off investments coming on-line. Exploit the agribusiness and natural resource potential of key valleys (Kunar River, Bermal, Zormat) and the trade potential of Highway 1 as major sites for Afghan-based jobs. Improve facilities and processes at Torkham Gate to facilitate the smooth and timely movement of trade to and from Pakistan. Identify water resources for ongoing agriculture and power investment and support adjudication of urban and peri-urban land rights to foster growth of value-added processing and job creation.

**Agricultural Opportunity & Market Access:** Connect rural communities to the main economic corridors along the Khost-Gardez-Ghazni road, Highway 1, and Jalalabad Corridor to Kabul. Support MAIL to rehabilitate irrigation, establish agricultural associations, and deliver extension services to increase agricultural productivity and connect the people to their government. Increase USG civilian contracting, program management and quality control capability at the regional/provincial level to direct quick agriculture assistance to a large number of MAIL selected farmers in insurgent prone areas. In Charikar, Ghazni and Jalalabad, revive value added agricultural processing to provide a market for crops, fruit, and milk from nearby farmers and a model to communities weighing whether to reject the insurgency. Assess soil, water availability, vegetation, traditional agricultural practices and current crops and production. Consider the relative strengths and weaknesses and identify value chains with the best potential income generation.

**Border Access for Commerce not Insurgents:** Improve Central Government revenue collection and security at Torkham Gate. Expand security to populations along major border areas in Khost, Nangarhar, Paktika and Kunar, continuing to support Border Coordination Centers at Khyber and Lwara. Expand cross-border engagement (jirgas) in Kunar, Nangarhar, Paktya and Paktika. Support broadcasting in border regions (with the FATA) to increase access to a range of information for community decision-making.

**Essential New Resources:** 10 District Support Teams to focus USG resources to the district level and synchronize a range of tools in support of local governance and population security. Civilian regional hub in Bagram bringing 30 civilian experts and program managers to drive resources more effectively to the local level and improve civ-mil cooperation at all levels. New coalition contributions in Logar and Kapisa will increase the ability to “hold” critical areas - this will include increased police training with new military police battalions.

## North

In the North, the USG will work with GIRoA and other partners to mitigate instability, improve national unity, and expand business opportunities.

The following are USG Objectives for 2009-2010 in Northern Afghanistan:

- **Improved security** (Faryab, Kunduz, and Baghlan) and instability mitigation allows for increased GIRoA presence.
- **Elections increasingly engage the population** in the political process and transition of administrations is peaceful.
- Partnering at provincial level **provides access to justice**, reduces corruption and illicit trafficking.
- Improved industrial infrastructure supports expanded **economic regional trade**.
- **Transfer of Lead Security Responsibility** in Balkh Province and selected districts.

**To achieve the above objectives, the USG in the North will focus their efforts on the following Diplomatic Outreach and Transformative Effects:**

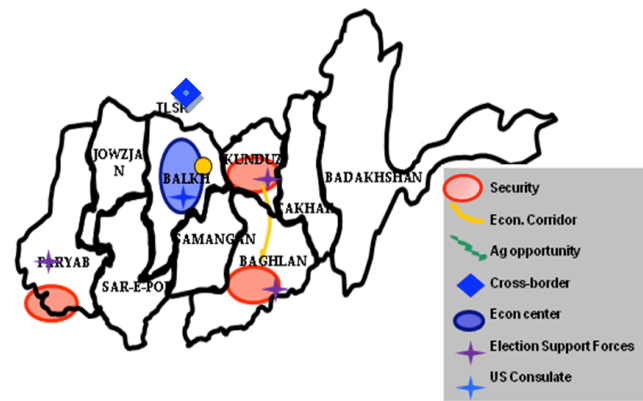
**Diplomatic strategy:** Engage partner donors and UN agencies to invest in the North in a coordinated approach to mitigating instability and promoting progress.

**Population Security:** Protect the population from increasing instability by improving intelligence efforts and conducting joint operations on insurgent/criminal “pockets”, especially in Kunduz, Baghlan, and Faryab provinces. Support Police training and mentoring through the regional training centers to increase professionalism and community policing, particularly in major cities. Cautiously implement Transfer of Lead

Security Responsibility to avoid exploitation by powerbrokers and ensure that ANSF and ISAF continue to address criminality, narcotics processing, and smuggling.

#### **Elections and Continuity of Governance:**

Prevent perceptions of election observer over-focus on North that create potential for bias. Enable engagement of civil society particularly across ethnic lines, attenuate concerns about media freedoms, and encourage minority participation.



**Expansion of Accountable and Transparent Governance:** Increase push to strengthen service delivery in key population centers with particular focus on insecure areas to engage communities in their government.

**Creating Sustainable Jobs:** Focus on job creation in Kunduz and Mazar and rich possibilities of regional trade through Heratan and Sher Khan. Support agricultural/animal husbandry production and processing, including small-scale dairy processing in Mazar, to supply jobs. Engage local employment for border construction and capitalize on improvements along the Baghlan-Kunduz Transportation corridor and industrial park development.

**Information Initiatives:** Build Afghan information capacity, competence, and credibility at all levels to establish a trusted foundation within the information spectrum. Tailor messages to local context, especially in Pashtun areas. Conduct shaping operations to include coalition community outreach, Key Leader Engagement and upgrades to communications infrastructure to deny INS influence infiltration migrating from RCs. Build Afghan information capacity in Kunduz and Balkh to establish a stronger provincial foundation to capitalize on improved security in 2010.

**Access to Justice:** Build up “islands of success” where provincial centers can effectively demonstrate formal justice as a viable alternative to local dispute resolution. Focus on business-enabling rule of law and action against criminality. Mazar, Charikar, and Nangarhar have priority for resources.

**Countering the Nexus of Insurgency, Narcotics, Corruption and Criminality:** Conduct intelligence and security operations to detect and block narco-insurgent nexus expansion from RC-S into RC-N.

**Essential New Resources:** A new consulate in Mazar-e-Sharif to enhance outreach to local populace and partner with GIRoA ministries. Civilian regional hub in Mazar to facilitate coordination of a comprehensive approach to the North and drive resources to key areas, conduct outreach, and partner with GIRoA ministries. ISAF Elections Support Forces for RC-North. Increases in USG civilians at key PRTs to provide additional governance and development support.



## West

In the West, the USG will work with GIRoA and other partners to prevent expansion of narcotics and insurgents, strengthen Herat as an economic engine to benefit the whole region, and establish border management.

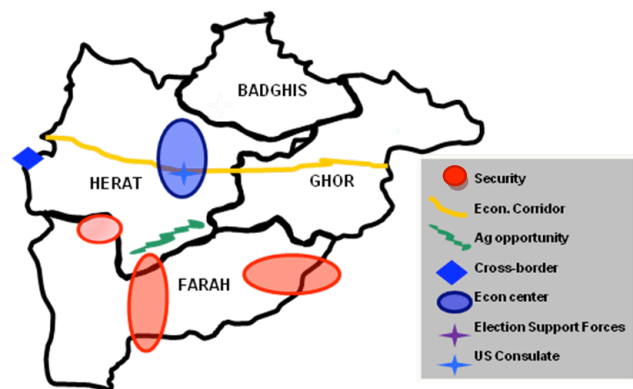
The following are USG Objectives for 2009-2010 in Western Afghanistan:

- **Insurgent and criminal elements prevented** from moving into the West from the South and stability improved in Badghis and Farah.
- **GIRoA presence and services expanded** in key population centers.
- **Agricultural opportunity expanded** and economic opportunity driven by Herat reaches beyond the city and provides an alternative to poppy cultivation and participation in insurgent activities.
- Elections increasingly **engage the population in the political process** and transition of administration is peaceful.
- Partnering at provincial level provides **access to justice** and reduces corruption and illicit trafficking in concert with police reform efforts.
- Badghis population increasingly tied to Herat through **improved infrastructure**.
- **IC and GIRoA maintains commitment** to region and prevents backsliding.
- **Border improvements** (Islam Qala) provide for increased revenue and prevention of illegal trafficking.

To achieve the above objectives, the USG in the West will focus their efforts on the following Diplomatic Outreach and Transformative Effects:

**Diplomatic strategy:** Engage partner donors and UN agencies to invest in the West.

**Population Security:** Contain spillover from the South, bolstering vulnerable communities against infiltration. Improve security in Badghis and Farah Provinces. Ensure security for completion of the Ring Road. Maintain security for Herat, particularly targeting criminality.



**Nexus of narcotics, criminality, corruption and insurgency:** Counter-nexus intelligence and security operations to block insurgent and narco-trafficking freedom of movement from/ to RC-South. Promote alternatives to spread of poppy to reduce the attractiveness of expanding narcotics trade.

**Border Access for Commerce not Insurgents:** Encourage Afghan-Iranian dialogue and cooperation focused on countering illicit narcotics trafficking and insurgent transit; improve system and processes at Islam Qala.

**Creating Sustainable jobs:** Support expansion of Herat as a broader commercial hub building job creation on the opportunities presented by international air transport, railway development, improving trade through Islam Qala and the possibilities of the Towr Aghondi fuel line. Given the dominance of Iran in the western part of the country, there needs to be movement on the OFAC waiver to advance economic growth initiatives. Also focus job creation in Qal-e-Now and Farah City.

**Claiming the Information Initiative:** Ensure that Afghans at all levels have improved access to multiple sources of accurate information and opportunities for dialogue with each other and with their government, and



with foreign military forces and civilians on important current event issues like the elections, foreign presence in their country and the future of Afghanistan. Build Afghan information capacity in Herat to establish a stronger provincial foundation to capitalize on improved security in 2010.

**Expansion of Accountable and Transparent Governance:** Increase push to strengthen service delivery in key population centers with particular focus on insecure areas to engage communities in their government. Facilitate service delivery by helping key ministries improve management and provision of resources to the sub-national level.

**Essential New Resources:** Consulate in Herat to enhance outreach to the local populace and partnership with GIROA ministries. Civilian regional hub in Herat to facilitate a comprehensive approach to the West, drive resources to key areas, and enhance outreach to populations and ministries. Increases in U.S. Forces for ANP and ANA mentoring. ISAF Elections support forces. Increases in U.S. civilians at Farah PRT to provide additional governance and development support including for counter-narcotics.

## Kabul

In the capital region, the USG will work to support GIROA to improve its legitimacy and credibility, creating the national frameworks that ensure sound and accountable management and developing the urban environment to support the rising population movement, particularly among young men. Efforts will focus on balancing COIN objectives at provincial level with creating showcase capital that demonstrates the government's ability to affect change and deliver services to its people.

**To achieve the above objectives, the USG in the Kabul/Capital area will focus their efforts on the following Diplomatic Outreach and Transformative Effects:**

**Diplomatic Strategy:** Recognizing that Kabul province has been under served, encourage international donor participation in programs to address key urban challenges.

**Elections and Continuity of Governance:** Focus on supporting the central government and the IEC to ensure elections are seen as credible and legitimate by the population, by ensuring adequate security and voter observation, creating space for an open media, and enabling broad participation of parties, groups and citizens. Facilitate a smooth transition of administration and continuity in services by focusing on diplomatic and capacity building measures both pre and post elections.

The following are USG Objectives for 2009-2010 in the Kabul/capital region of Afghanistan:

- **Legitimate elections and transition to next administration** by enabling voter participation, transparent electoral processes, and security for declared candidates.
- **Expansion of accountable governance** to allow for economic growth generated by new private sector development, improved services, and infrastructure.
- **Increased market access** through state-of-the-art agribusiness investment facilities and improved road networks.
- **Job opportunities**, particularly for youth, through small infrastructure projects.

**Expansion of Accountable and Transparent Governance:** Encourage the adoption of the sub-national governance strategy, and direct USG attention to helping key line ministries better manage and provide resources to the sub-national level, increasing overall transparency of budgets and strengthening all linkages between center and periphery. Build capacity for improved service delivery and private sector growth. Develop Civil Service Commission by supporting recruitment, incentive and performance packages, and providing technical assistance in key leadership and administrative posts, with specificity to countering corruption. Focus on strengthening the IDLG's capacity to oversee and support its people in the provinces. Push for necessary action to clarify district borders and implement sub-national governance policy provisions on District Councils as preconditions for successful 2010 District Council elections.

**Claiming the Information Initiative:** Develop the Government Media Information Center; promote independent media and foster a system of decentralized messaging through key government ministries.

**Agricultural Opportunity and Market Access:** Improve delivery of goods by completing main transportation routes within Kabul city and the Highways connecting to outlying economic centers. Support new facilities such as cold storage, juice processing, and produce packaging facility that will add value to Afghan produce, create jobs, increase sales and help boost the economy.

**Creating Sustainable Jobs:** Address the immediate urban challenges of Kabul's exponentially growing youth population through Cash for Work and small infrastructure programs by providing jobs for urban poor and addressing urban renewal/beautification. At the same time, private sector investment and development programs will be expanded to create sustainable jobs for multiple population segments, including women. Increase energy production that enables new business development.

**Essential New Resources:** Technical mentors to build capacity in all line ministries per the request by GIRoA. A Provincial Reconstruction Team for Kabul province to be established and resourced with assets equivalent to other key provinces. A complete assessment of Kabul province is required to adequately address the unique urban challenges of the capital region.

## Resource Alignment

The U.S. Mission (both civilian and military) will follow two overarching principles related to resource alignment: pushing accountable resource decision-making down to the lowest possible operational level and maximizing the comparative advantage of each type of resource tool (CERP, ESF, etc.). This will require drawing on lessons-learned and best practices on the most effective sequencing and targeting of different types of resources, and empowering civilian actors and commanders flexibility to think creatively about combining the range of short, medium, and long-term humanitarian, reconstruction, and development tools.

The U.S. Embassy has implemented a number of innovations to improve resource alignment across civilian agencies, with the military, and with our bilateral and multilateral partners. The Coordinating Director for Development & Economic Affairs now oversees and monitors all civilian assistance to Afghanistan. In addition, civilian agencies are working to push increased resource decision-making to the civilian operators in the field, consistent with overall USG priorities (including congressionally mandated directives) and delegations of authority. This will be coupled with increases in personnel and, specifically, expertise in quick impact stabilization programming.

To support Afghan-led capacity building efforts at all levels both the Embassy and military will increase local procurement initiatives, working with Washington to increase USG ability to buy locally. The Embassy is working with Afghan ministries to prepare them to receive increased funding through direct budget support while continuing to meet mutually-agreed benchmarks on policy and institutional reforms. At the sub-national level, we are increasing our commitment to work closely with provincial development councils, community development councils, and other representative bodies to promote transparency and participation.

These important steps, paired with civilian-military resource boards at each level of operation, will enhance coordination between civilian and military funds as we implement a counter-insurgency campaign. The USG will seek a whole of government approach with our bilateral and multilateral partners; for example, presenting a unified international response to GIRA's request for civilian technical assistance and funding for the World Bank-guided Afghanistan Reconstruction Trust Fund.

Each of the resource alignment initiatives and innovations reflects a deliberative approach of reverse-engineering our tools and programs to meet and excel in the face of the challenges posed by the counter-insurgency mission. The Embassy and USFOR-A are working with Washington to streamline current processes for approval of new programs and reprogramming of resources to provide Kabul with greater flexibility in order to seize windows of opportunity and react more effectively to the changing dynamics on the ground. (See Kabul 2103 regarding FY 2010 budget requirements and Kabul 1762 regarding civilian staffing requests.) In order to mitigate the risk associated with these increased managerial flexibilities, the U.S. Mission will work even more closely with the Special Inspector General and others to help assure accountability and effectiveness.

## **Civ-Mil Integrating Instructions**

The following integrating instructions are designed to provide the organizational and management framework for all USG elements to work together in concert with ISAF elements in Afghanistan at all levels to implement the Campaign Plan. Implementing guidance for Integrated Teams described below will be provided to US military forces under ISAF control via the ISAF chain-of-command. These teams are currently in development. Ultimately, the desired end-state is to create platforms that grow from USG-ISAF entities to fully integrate key international partners and ultimately, Afghan government membership to stabilize Afghanistan and create foundations for sustainable development.

To facilitate this integration, ISAF and USFOR-A are working to consolidate military command and control lines and improve coordination amongst all elements operating in a common area. Common area is defined by the five primary levels of operational responsibility: national, regional, sub-regional (e.g. brigade task force), provincial and district. Given the nature of the ISAF effort, each regional and sub-regional command has unique geographic and command relationships. As a result, the Regional Commands (RC) and civilian regional leadership need to identify how the following principles should be adjusted for the geographic and command relationships unique to each RC.

The intent is that all civ-mil elements that conduct operations or activities in the same district or province coordinate and develop plans, assessments and coordination mechanisms that synchronize the full spectrum of USG organizations, military forces, and international partner efforts as well as non-government organizations, UN, and the whole range of Afghan partners operating in the area. The civ – mil integrated structure described below will include USG civilian elements, U.S. military forces under ISAF control, and U.S. OEF forces. Since the majority of U.S. military forces are allocated for attachment to ISAF for operations, ISAF is an essential partner at every level below the USG national plan. However, as broader participation is achieved, the structures can be expanded to include non-U.S. ISAF forces, ISAF Troop Contributing Nation (TCN) PRTs, ISAF Troop Contributing Nation government civilians, and the wider international community. The creation of Regional Civilian-Military Fusion cells will serve to coordinate the required analysis to inform activities and ongoing military operations.

**USG Civilian Initiatives:** USG is currently implementing two key civilian initiatives. First is the establishment of Civilian Lead positions at RC (E), RC(S), at each sub-regional U.S.-led Brigade taskforce (BDE), and for each province. The role of these Civilian Leads is to coordinate the activities of civilians operating under Chief of Mission authority at their level and subordinate levels, execute U.S. policy and guidance, and serve as the civilian counterpart to the military commander. These Civilian Leads also ensure the coordination of USG civilians with the military forces operating at that level to advance unity of effort and forge complementary and synergistic effects.

The second civilian initiative is the USG civilian uplift deploying additional USG civilians throughout Afghanistan, in Kabul, at RC(E) and RC(S), at new civilian regional hubs, at U.S. BDE TFs, at selected PRTs, at selected U.S. battalions, and in selected districts. These additional civilians are placed at both

new locations (with existing military installations) and at locations with a small civilian presence. The combination of increased USG civilians and the establishment of Civilian Leads will significantly increase the impact that USG civilian elements have throughout Afghanistan.

**Integrated Civ – Mil Decision-Making Structure-** the civ-mil integrated decision-making structure (outlined below) defines five primary levels of coordination and decision-making for USG and ISAF in partnership with international community elements operating in Afghanistan.

At each level USG civilian elements will jointly, with ISAF forces, Operation Enduring Freedom forces, and other partners, develop and work off of integrated support plans to ensure geographic coordination of all USG civ-mil activities, nested under this overall Campaign Plan and ISAF operational plans. The plans are developed by each civ-mil team for their areas: regional command, sub-regional, province and district to outline the priorities and responsibilities of the USG and international actors as appropriate.

#### **National Level (Oversight and Decision-making):**

**Principals’ Group (PG)** –the Chief of Mission and COMISAF/CDRUSFOR-A are responsible for final coordination and decision making. They provide civ-mil direction, set priorities, consult on priorities with the Government of Afghanistan, work with other nation partners to address common challenges, and allocate resources to USG elements.

**Executive Working Group (EWG)** – the deputies-level senior decision-making body makes policy and decisions regarding the Campaign Plan based on input from the National-level Working Groups, Regional Civ-Mil Cells and the Plans and Assessment staff. Permanent members include senior representatives from the USEMB (including USAID), ISAF (including the NATO Training Mission-Afghanistan (NTM-A)) and from USFOR-A. Select representatives, to include representatives from other international organizations, may attend based on the content of the meeting. Decisions requiring more senior approval are sent to the PG. EWG may also inform issues to be brought to the Joint Coordination and Monitoring Board (JCMB) according to their procedures.

#### **National Level (Facilitation, Planning & Assessment):**

**Planning and Assessment staff:** The Political Military Section of the U.S.Embassy provides planning and assessment support for the EWG and National-Level Working Groups and works with planners from key USG departments and agencies and ISAF. This team also works with civ-mil elements at the provincial, regional and national level to support the EWG and PG through sustained integrated planning at each level; planning and assessment assistance to national-level working groups to oversee and execute the national campaign plan; and regular assessment and review of progress and resource allocations to inform decision-making and budget development.

**National Level Working Groups (NWGs)** – Working-level civ-mil groups are responsible for further development, monitoring and assessment of their respective Transformative Effect strategy in the Campaign Plan. Each group has a designated a senior USG lead and planner to support. These groups identify key decisions and proposals for the EWG; oversee implementation of the Campaign plan and assessments of progress; provide national, subject matter expertise to the field in response to requests for assistance; work with relevant GIROA and international partners to implement the plan and implement the President’s policies; and coordinate with appropriate Washington-based entities.

**Operational Levels:** Since the majority of U.S. military forces are under ISAF control for operations, ISAF is an essential partner at every level below the USG national plan. These integrating instructions do not replace the existing command and control relationships but are means by which commanders and civilian leads can effectively unify their effort. Implementing guidance for US military forces under ISAF control will be via the ISAF chain-of-command. US military forces under ISAF control will not

develop USG plans below the national level, but will instead participate in development of “joint” ISAF – USG integrated civ – mil plans. While these teams only immediately address ISAF and USG agencies, the following is intended to be flexible and capable of including additional partners as noted above.

**Regional Integrated Team (IT-R):** The IT-R is the collective of regional level leadership which include the RC Commander (CDR), the respective commanders of Special Operations forces (SOF) components and the USG RC Senior Civilian Representative (SCR) (supported by the regional civilian interagency team) and various representatives from other government agencies. The regional-level is responsible for providing support and guidance to its subordinate levels, working with existing coordination mechanisms (e.g. Partner Coordination Board in RC-South), developing and maintaining the integrated civ-mil plan for support to Afghanistan in the region, assessing progress in their region, allocating resources jointly, raising key issues to the ISAF chain of command, NWGs, and the EWG as appropriate and engaging with key international partners.

Each regional level command will have a Civ-Mil Fusion Cell where the various civilian, international and military elements are represented. The Fusion Cells are responsible for developing a civ-mil common operating picture for the geographic area. It is a center where organizations can share, collaborate and deconflict their activities to maximize their objectives. Embedded in the Fusion Cells will be assessment teams to analyze, assess and inform their respective organizations.

**Sub-regional Integrated Team (IT-S):** The IT-S is the collective sub-regional level leadership which includes the commanders of respective SOF components and the brigade combat team (or equivalent) CDR, with the USG SCR (supported by their sub-regional civilian interagency team) and the various representatives from other government agencies. This civilian team synchronizes all USG civilian efforts in the sub-regional area of responsibility. The sub-regional level is responsible for formulating an integrated civ-mil plan for their area, working with existing coordination mechanisms, providing support and guidance to its subordinate levels, assessing progress in their area, allocating resources jointly raising key issues to the regional-level as required and engaging with key international community partners.

**Provincial Integrated Team (IT-P):** The IT-P is the collective international provincial-level leadership which includes the commanders of the Provincial Reconstruction Team, the Agri-business Development Team, the battalion equivalent, the respective SOF elements, the ANSF mentor and partner teams and the provincial USG civilian lead. The provincial civilian lead is supported by the Provincial Reconstruction Team USAID, DOS and USDA representatives as well as any other USG civilians and implementing partners operating in the province. The combined military and civilian elements in the province form the “provincial team.” The IT-P is primarily implementation focused, however it is also responsible for jointly providing support and guidance to the district level, for formulating a civ-mil plan for support to Afghanistan at the provincial level, working with existing coordination mechanisms, assessing progress and stability in the province, allocating resources jointly, raising key issues to the sub-regional or regional-level as required, and engaging key international community and GIRoA partners.

**District Support Teams (DST):** The DST is a combined civilian and military action group which is responsible for integrating the activities of all elements in an assigned district. The DST is comprised of all USG civilian elements plus ISAF and OEF military forces operating in the district. The team is led by the USG civilian lead, the commanders of the primary military elements, and the ANSF mentor and partner team. The district level is primarily execution focused; however, it is responsible for jointly formulating a civ-mil plan for district support, assessing progress and stability in the area, allocating resources jointly, raising key issues to the provincial level as required, and engaging key international community and GIRoA partners.

## Measuring Progress

The USG will assess progress on the Integrated Civ-Mil Campaign Plan quarterly. This assessment will be done in close coordination between US Embassy, ISAF, and USFOR-A. The purpose of the assessment process is two-fold: 1) to provide decision-makers in Afghanistan with necessary information to prioritize and direct allocation of resources and efforts, and 2) inform Washington decision-making through integrated reporting. Rigorous integrated assessment will require additional civilian and military resources committed full-time.

**Assessment Principles:** Quality integrated assessments require the following principles to be followed:

- Share information, assessment, and analysis in an open and collaborative way within the USG and with key GIRoA and international partners.
- Validate assessments through the use of a full range of USG, Afghan, international community, and independent data sources – to include qualitative assessment, quantitative data, polling, intelligence analysis, and independent analysis.
- Focus assessment of progress or regression of key instability dynamics.
- Test assumptions through integrated analysis to better inform planning and operations.
- Be accurate and credible.

### **Interagency Quarterly Assessment:**

Quarterly collaborative stakeholder meetings will identify progression / regression, opportunities / obstacles, and course corrections (adjustments to policy, activities, planning or resourcing).

**Process:** The assessment process will be based on a common methodology that:

- Flows from district to provincial to regional to national level.
- Combines quantitative analysis (based on statistical data and surveys) with qualitative assessment (based on criteria-defined observations from the field) at every level possible.
- Feeds agreed-upon measures of effectiveness and indicators for each COIN Transformative Effect as relevant for each level. This will include measures of effectiveness that show whether and how our activities affect Afghan behavior and perceptions at each level.
- Rolls up in to the metrics required by the National Security Council (NSC).
- Is integrated across civilian and military entities at all levels.

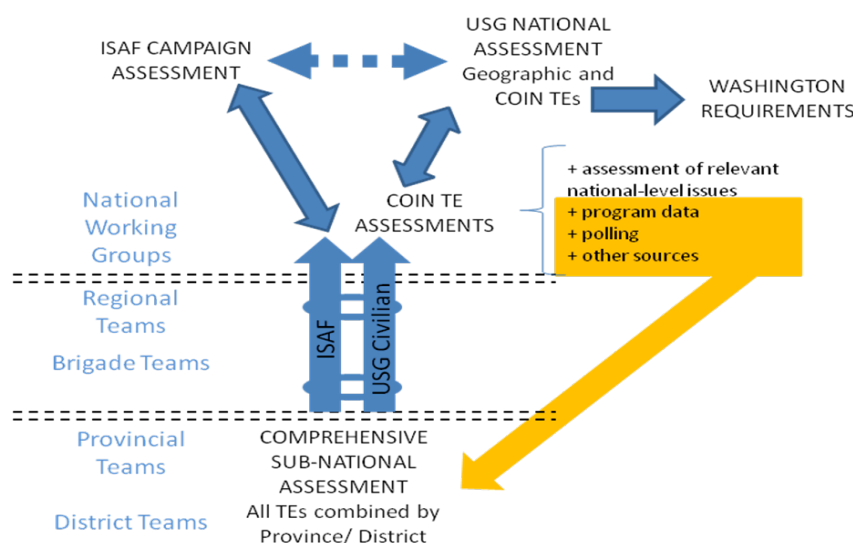
The Provincial Team (and District Support Teams as established) will collaborate to provide a single stability and operations assessment that looks comprehensively at progress across the province (e.g. using ISAF's Sub-National Assessment Methodology- SNAM and other local assessment tools). This assessment will be provided to the Regional Team (through the Brigade Task Force Team as applicable) with identified course corrections where needed and support requirements.

Regional Teams will review these assessments and add regional-level information / assessment if available (e.g., region-specific polling). Military forces under ISAF control will forward the assessments via the ISAF chain of command and USG civilian reps will forward them to the USG national-level working groups. The national-level WGs will review these assessments and supplement the relevant COIN transformative effect (TE) information with program data, assessments of national issues, polling data, and other sources to develop an overall national picture of progress within that COIN TE. This overall assessment will also include recommendations for course corrections where needed and support requirements. As appropriate, national-level WGs will provide relevant data collected at the national-level (e.g., program data and polling data) to the sub-national teams to facilitate their assessments.

These assessments (geographic and functional) will be briefed to the Executive Working Group (and Principals Working Group as desired) for decision on recommendations and requirements. Elements of the assessments will be provided to Washington in accordance with relevant metrics guidance.

### Responsibilities:

- National-level WGs serve as subject matter experts in the process. National-level WGs work with the Civ-Mil Plans and Assessment team (or subordinate Civ-Mil Assessment Cell) to collect data, review sub-national assessments and program data, and conduct national-level analysis.
- Sub-national civ-mil teams (regional, brigade task force, provincial, and district) provide comprehensive (across all COIN TEs), integrated stability and operations assessments of their area of responsibility.
- Offices responsible for programs regularly share relevant data and assessments from key implementing partners.
- The Civ-Mil Plans and Assessment team (or subordinate Civ-Mil Assessment Cell) facilitates the quarterly process, in coordination with the Embassy's Director of Assistance and Development and Office of Interagency Provincial Affairs, USFOR-A and ISAF. It receives assessments from the sub-national civ-mil teams, ensures national-level working groups review them, facilitates development of national assessments, and supports the final assessment review by the EWG and PG and reporting to Washington.
- EWG and PG will review final assessments and decide on recommendations to adjust plan execution, prioritize the allocation of resources, and determine how to respond to additional support requirements.



Execution of this assessment plan requires partnering with appropriate GIRoA Ministries, Line Directors, and other offices and programs (at all levels) to build their capacity to collect data and analyze the impact of their own efforts.



## Planning Methodology and Future Direction

In April 2009 the USG leadership in Afghanistan commissioned a USG planning team from the various civilian and military elements to develop the Integrated Civ-Mil Campaign Plan. The core planning team provided planning and assessment expertise and a network capable of reach-back to their respective agencies, taking as its guidance the President's Strategic Review, the Afghan National Development Strategy (ANDS), and existing NATO, CENTCOM, and NSC direction. The Secretary of Defense and NATO-directed Initial Assessment also informed the plan's development.

Civ-Mil Interagency working groups served as lead agents to develop the eleven Counter-Insurgency Transformative Effect strategies. The working groups comprised stakeholders from the relevant USG and ISAF civilian and military entities which control staffing and resources affecting the strategy. The core planning team supported each working group in developing the strategies.

As appropriate, this included outreach and consultation with the Government of Afghanistan, bilateral partners, UNAMA, and the broader ISAF community. While the Transformative Effect strategies are summarized in the Integrated Civ-Mil Campaign Plan; longer, in-depth strategies continue to be worked "living annexes" under the responsibility of the relevant working group for continued monitoring and revision.

The Embassy and the U.S. military leadership directed the core planning team to work with USG civilians, military and ISAF leadership in each regional command to identify the nation-wide concept of operations, as well as regional guidance. Plan development included a series of in-progress reviews with Embassy, USFOR-A and ISAF leadership, as well as with CENTCOM and S/SRAP staff and leadership. The final document was approved by Ambassador Eikenberry and General McChrystal on August 9, 2009.

While the Integrated Civilian-Military Campaign Plan offers a strategy to reverse insurgent momentum in Afghanistan and implement the President's strategy, there are no quick fixes to achieve U.S. national security interests. The re-focusing of the U.S. effort on the Afghan population and the need to operationalize a counter-insurgency "toolbox" entails a large number of pilot programs at the local level. With resource and staffing pipelines still in development and expected changes in the operating environment as new resources hit the ground, it is likely that the mission will need to review and alter the Plan's assumptions and the scope of its objectives. The military portion of the civ-mil team continues an extensive assessment of the ISAF mission and resources. The recommendations from the military assessment may also require some revisions.

The Plan must remain a flexible tool designed to incorporate changes in accordance with integrated leadership direction and will be reviewed as needed by U.S. leadership in the field with a full review (including international and Afghan partners) no later than July 2010. The annual review will take into account transformation in the security, governance, development and regional environment as well as changes in the management, resources, and focus of USG and international partner assistance.

Functional Appendices and Regional Annexes to the plan will be living instruments. In addition to the Campaign Plan annual review, Functional Appendices will be updated at least quarterly to reflect the synthesis of best practices, innovative methods, and changing conditions where appropriate. Regional annexes will be updated on a 6-month basis. Updates will also be based on quarterly assessments, in all cases using integrated sources of information to overcome the boundaries imposed by partitioned plans and assessments.



The “living” appendices of the plan are listed below.

- A. Resource Requirements
- B. Metrics and Measures of Progress
- C. Functional Appendices :  
*Elections and Continuity of Governance, Access to Justice, Community and Government-Led Reintegration, Cross-Border Access for Commerce, Population Security, Agricultural Opportunity and Market Access, Expansion of Accountable and Transparent Governance, Countering the Nexus of Insurgency, Narcotics, Corruption, and Criminality, Creating Economic Opportunities for Major Population Centers, Action Against Irreconcilables, Claiming the Information Initiative*
- D. Regional Annexes- *RC(E) Plan, RC(S) Plan, RC (N) Plan, RC (W) Plan, RC (Capital) Plan*
- E. International Support- Mechanisms for international coordination and cooperation
- F. Regional Support- Mechanisms for bilateral and multilateral mechanisms for support of Afghanistan