

AFGHANISTAN

THE LONDON CONFERENCE

28 JANUARY 2010

COMMUNIQUÉ

**PRESENTATION OF THE
AFGHAN DELEGATION TO THE
CONFERENCE**

**CONFERENCE OUTCOMES,
CONTRIBUTIONS AND PARTICIPANTS**



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MAP OF ISLAMIC REPUBLIC OF AFGHANISTAN

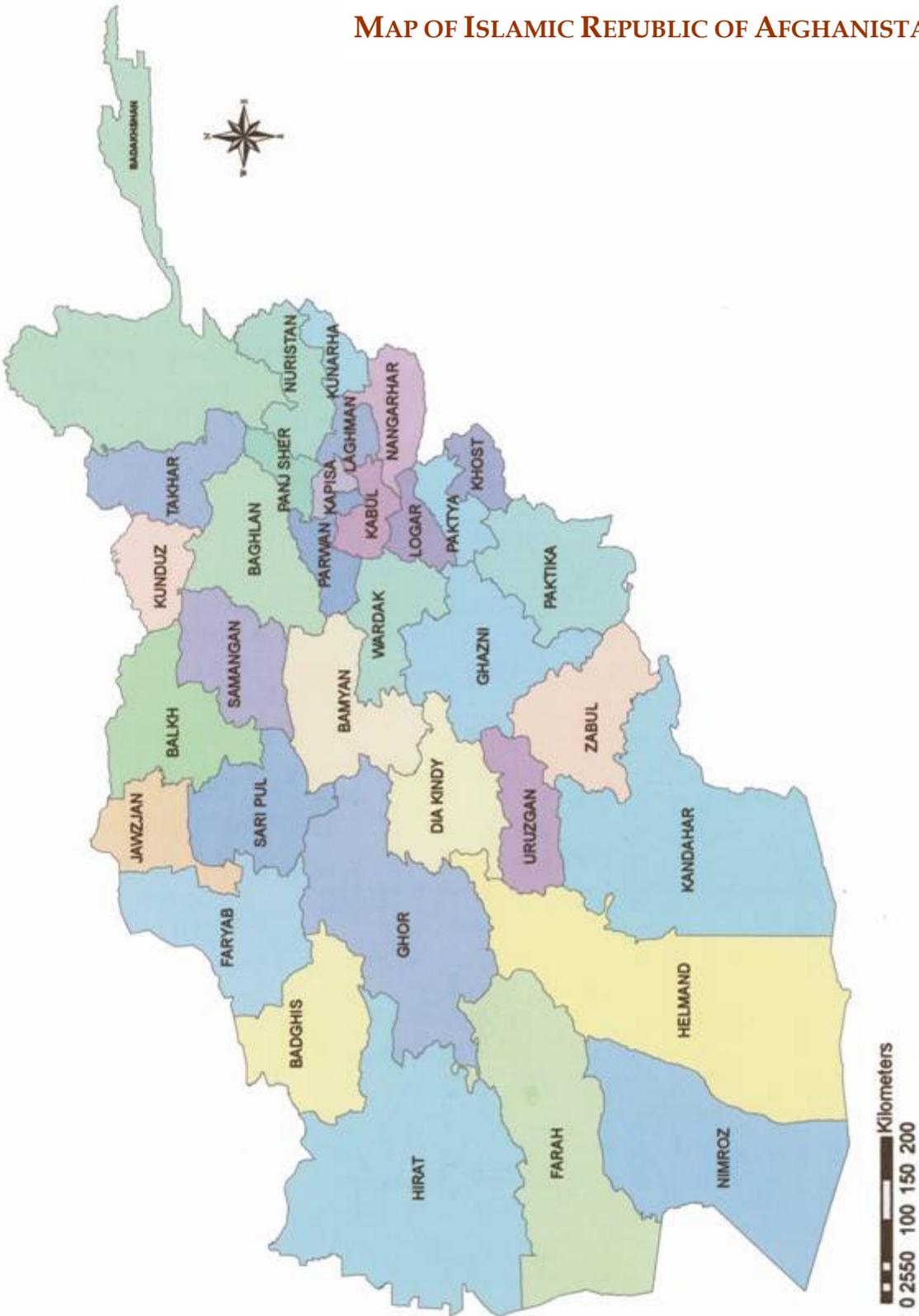


TABLE OF CONTENTS

COMMUNIQUÉ	1
EXECUTIVE SUMMARY	11
SECURITY	12
PEACE AND RE-INTEGRATION	12
ECONOMIC DEVELOPMENT	13
REGIONAL COOPERATION	13
GOVERNANCE	13
ANTI-CORRUPTION.....	14
AID EFFECTIVENESS.....	15
SECURITY	17
BACKGROUND	17
GOVERNMENT COMMITMENTS	18
KEY REQUIREMENTS FOR SUCCESS.....	21
DONOR COMMITMENTS.....	23
THE AFGHANISTAN PEACE AND REINTEGRATION PROGRAM	26
BACKGROUND	26
AIM	26
CONCEPT AND FUNDAMENTALS FOR SUCCESS.....	26
KEY PRINCIPLES	27
KEY COMPONENTS	28
PROGRAM PHASES	28
GOVERNMENT COMMITMENTS	28
DONOR COMMITMENTS.....	29
OUTLINE PROPOSAL: PEACE AND REINTEGRATION TRUST FUND.....	29
Key parameters of the Trust Fund	29
Outline Proposal	30
Management of Fund.....	30
Next Steps	31
AN INTEGRATED PLAN FOR ECONOMIC DEVELOPMENT	32
OVERVIEW.....	32
KEY OUTCOMES UNDER THE INTEGRATED PLAN FOR DEVELOPMENT.....	33
A. Create Development Clusters to increase leadership and coordination of Development	33
B. Establish Clear Priorities within these Clusters.....	34
Agriculture and Rural Development Cluster.....	35
Human Resource Development Cluster	35
Infrastructure and Economic Development Cluster.....	36
C. Increase Capacity Development in Priority Areas.....	37
D. Commit to Broad Structural Reform	37
GOVERNMENT COMMITMENTS	38

DONOR COMMITMENTS.....	39
REGIONAL COOPERATION.....	41
BACKGROUND	41
ENHANCING SECURITY AND COMBATING TERRORISM AND ILLICIT DRUG INDUSTRY.....	41
LABOR MIGRATION & REINTEGRATION OF AFGHAN REFUGEES AND IDP'S.....	43
REGIONAL ECONOMIC COOPERATION	43
ACHIEVEMENTS AND EXPECTATIONS	44
RECOMMENDATIONS.....	47
GOVERNANCE, RULE OF LAW AND HUMAN RIGHTS.....	48
BACKGROUND	48
NATIONAL GOVERNANCE AND POLICY COORDINATION.....	48
CIVIL SERVICE REFORM.....	49
SUB-NATIONAL GOVERNANCE	50
RULE OF LAW	51
HUMAN RIGHTS	52
NEXT STEPS.....	53
GOVERNMENT COMMITMENTS	53
DONOR COMMITMENTS.....	53
ANTI-CORRUPTION STRATEGY.....	55
BACKGROUND	55
DRIVERS OF CORRUPTION.....	55
APPROACH AND PRINCIPLES.....	56
A LEGAL BASIS	57
STRENGTHENING LEGAL FOUNDATIONS.....	58
OPERATIONAL PILLARS	60
DONOR COMMITMENTS.....	62
MORE EFFECTIVE AFGHAN AID	65
KEY ISSUES WITH COUNTRY OWNERSHIP	65
ANALYSIS OF THE UNDERLYING ISSUES AND WAY FORWARD	66
<i>Aid needs to be aligned with national priorities</i>	<i>66</i>
<i>National Capacity to Deliver Priorities Must Be Strengthened.....</i>	<i>67</i>
<i>Information about Where Aid Goes and What It Achieves Must Be Strengthened</i>	<i>68</i>
GOVERNMENT COMMITMENTS	68
DONOR COMMITMENTS.....	69
CONCLUSION.....	71
ANNEXES	73
ANNEX I OUTCOMES FROM AFGHANISTAN: THE LONDON CONFERENCE	75
ANNEX II INTERNATIONAL CONTRIBUTIONS.....	77
ANNEX III LONDON CONFERENCE PARTICIPANTS.....	81

ABBREVIATIONS

AC	Afghanistan Compact
ADB	Asian Development Bank
AIHRC	Afghanistan Independent Human Rights Commission
ANA	Afghan National Army
ANDS	Afghanistan National Development Strategy
ANP	Afghan National Police
ANSF	Afghan National Security Force
APTTA	Afghanistan Pakistan Trade & Transit Agreement
ARTF	Afghanistan Reconstruction Trust Fund
ASEAN	Association of South East Asian Nations
ASGP	Afghanistan Sub-National Governance Program
ASOP	Afghanistan Social Outreach Program
ASP	Afghanistan Stabilization Program
ASYCUDA	Automated System for Customs Data
CAREC	Central Asia Regional Economic Cooperation
CASA	Central Asia South Asia (Electricity Transmission)
COMISAF	Commander International Security Assistance Force
CRC	Center for Regional Cooperation
CTAP	Civilian Technical Assistance Plan
CTAP	Civilian Technical Assistance Program
DST	District Support Team
ECO	Economic Cooperation Organizations
EITI	Extractive Industries Transparency Initiative
EITI	Extractive Industries Transparency Initiative
EU	European Union
EUPOL	EU Police Mission to Afghanistan
FATA	Federal Administration Tribal Area
FDD	Focused District Development
GCC	Gulf Cooperation Council
GDP	Gross Domestic Production
GoIRA	Government of Islamic Republic of Afghanistan
HIPC	Heavily Indebted Poor Countries
HOO	High-Office of Oversight
IARCSC	Independent Administration Reform & Civil Service Commission
IDLG	Independent Directorate of Local Governance
IDP's	Internally Displaces Persons
IED	Improvised Explosive Device
IMEM	International Monitoring & Evaluation Mission
IMF	International Monetary Fund
IPCB	International Police Coordination Board
ISAF	International Security Assistance Force
MAIL	Ministry of Agriculture, Irrigation and Livestock
MCC	Metallurgical Construction Corporation (China)
MCN	Ministry of Counter Narcotics
MGSP	Municipal Governance Support Program
MoCI	Ministry of Commerce and Industries
MOD	Ministry of Defense

MoE	Ministry of Education
MoEW	Ministry of Energy and Water
MoHE	Ministry of Higher Education
MOI	Ministry of Interior
MoLSAMD	Ministry of Labor, Social Affairs, Martyrs and Disabled
MoM	Ministry of Mines
MoPW	Ministry of Public works
MoTCA	Ministry of Transportation and Civil Aviation
MoU	Memorandum of Understanding
MRRD	Ministry of Rural Rehabilitation and Development
MTBF	Medium-Term Budget Framework
NAPWA	National Action Plan on Women for Afghanistan
NATO	North Atlantic Treaty Organization
NDS	National Directorate of Security (Afghanistan)
NEPS	North East Power System
NGO	Non Governmental Organization
NJP	National Justice Program
NJSS	National Justice Sector Strategy
NSP	National Solidarity Program
NTM-A	NATO Training Mission-Afghanistan
OAA	Office of Administration Affairs
OMLTs	Operation Mentor & Liaison Team
OSCE	Organization for Security and Cooperation
POMLTs	Police Operation Mentor & Liaison Team
PRGF	Poverty Reduction and Growth Facility
PRR	Priority Restructuring and Reform Process (of civil servants)
PRT	Provincial Reconstruction Team
SAARC	South Asian Association for Regional Cooperation
SCO	Shanghai Cooperation Organization
SNG	Sub-National Governance
SPECA	Special Program for Economies of Central Asia
SRSG	Special Representative of the Secretary General (UN)
TAPI	Turkmenistan Afghanistan Pakistan India (Agreement)
UN	United Nations
UNCAC	United Nations Convention Against Corruption
UNDP	United Nation Development Plan
UNHCR	United Nation High Commission for Refugees
UNODC	United Nations Office on Drugs and Crime
UNSCR	United Nations Security Council Resolution
WB	World Bank
WTO	World Trade Organization

GLOSSARY OF AFGHAN TERMS

Farman	Decree
Hawala	Unofficial money transferring system
Hukum	Executive order
Jirga	Council of elders, Local consultation meetings
Kuchi	Nomad
Sharia	Islamic law
Tashkeel	Government structure

AFGHAN CALENDAR

1. Hamal	21-Mar	7. Meezaan	23-Sep
2. Saur	21-Apr	8. Aqrab	23-Oct
3. Jawza	21-May	9. Qaus	22-Nov
4. Sarataan	22-Jun	10. Jaddi	22-Dec
5. Asad	23-Jul	11. Dalwa	21-Jan
6. Sunbula	23-Aug	12. Hoot	20-Feb

بِسْمِ اللَّهِ الرَّحْمَنِ الرَّحِيمِ

In the Name of Allah, the Most Compassionate, the Most Merciful

إِنَّ اللَّهَ لَا يُغَيِّرُ مَا بِقَوْمٍ حَتَّى يُغَيِّرُوا مَا بِأَنْفُسِهِمْ

Verily, never will Allah change the condition of people unless they change it themselves

(013,011)

COMMUNIQUÉ

AFGHAN LEADERSHIP, REGIONAL COOPERATION, INTERNATIONAL PARTNERSHIP

1. The Government of the Islamic Republic of Afghanistan and the international community met today in London to renew their mutual commitment towards helping Afghanistan emerge as a secure, prosperous, and democratic nation. Today's Conference represents a decisive step towards greater Afghan leadership to secure, stabilize and develop Afghanistan. The international community underlined its support for the Government of Afghanistan and its security, development and governance.
2. At the London Conference, President Hamid Karzai built on commitments set out in his inauguration speech, which articulated clear priorities for stabilizing and developing Afghanistan.
3. The international community pledged to maintain its long-term commitment to Afghanistan, as previously set out in the 2001 Bonn Agreement, in the 2002 Tokyo Conference, the 2006 Afghanistan Compact, the 2008 Paris Declaration and the 2009 The Hague Conference Declaration. The international community re-affirmed its support for the relevant UN Security Council Resolutions upholding the security, stability and prosperity of Afghanistan and in particular the role of the UN itself in achieving this goal.
4. Conference Participants emphasized that the Afghan Government and the international community are entering into a new phase on the way to full Afghan ownership. Conference Participants re-affirmed the goals of greater Afghan Leadership, increased Regional Cooperation and more effective International Partnership. Together we are committed to make intensive efforts to ensure that the Afghan Government is increasingly able to meet the needs of its people through developing its own institutions and resources.
5. The London Conference will be followed by a conference in Kabul later this year, hosted by the Afghan Government, where it intends to take forward its program with concrete plans for delivery for the Afghan people. These should be based on democratic accountability, equality, human rights, gender equality, good governance and more effective provision of

government services, economic growth, as well as a common desire to live in peace under the Afghan Constitution. We remain convinced that together we will succeed.

6. The challenges in Afghanistan particularly in political, economic, development and security areas are significant and inter-related. It is in our shared interest to overcome them and we re-affirmed our commitment to doing so. The nature of international engagement in Afghanistan continues to evolve, in favor of increasingly supporting Afghan leadership in the areas of security, development, governance and economic assistance.

SECURITY

7. Conference Participants expressed gratitude to Afghan citizens, Afghan National Security Forces (ANSF), and to those nations whose citizens and military personnel have served in Afghanistan. Conference Participants expressed their sorrow for all those who have made the ultimate sacrifice for a secure and stable Afghanistan. Conference Participants also thanked those countries that have provided transit and related facilities to International Security Assistance Force (ISAF) and the ANSF.
8. Conference Participants reiterated their resolve to combat terrorism, in particular Al Qaeda, and commended Afghan efforts to this end. Conference Participants condemned in the strongest terms all attacks by the Taliban and their extremist allies, including Improvised Explosive Devices, suicide attacks and abductions, targeting civilians, and Afghan and international forces. These attacks undermine stabilization, reconstruction and development efforts in Afghanistan.
9. Conference Participants noted that most civilian casualties are caused by insurgent attacks. Conference Participants welcomed the determination by ISAF, in partnership with the Afghan Government and ANSF, to continue to do their utmost to protect and further reduce the risk to civilians and jointly to investigate civilian casualties.
10. Conference Participants welcomed the progress made by the Afghan security forces as they increasingly take responsibility for military operations. Conference Participants also welcomed the Government of Afghanistan's stated goal of the ANSF taking the lead and conducting the majority of operations in the insecure areas of Afghanistan within three years and taking responsibility for physical security within five years. To help realize this, the international community committed to continue to improve the capability and effectiveness of the ANSF. Conference Participants also committed to providing the necessary support to the phased growth and expansion of the Afghan National Army (ANA) and Afghan National Police (ANP) in order to reach 171,600 and 134,000 personnel by October 2011, as approved by the Joint Coordination and Monitoring Board (JCMB) on 20 January 2010. The international community also showed its full support for the continued development and implementation of the National Police Strategy. Beyond this, the Government of Afghanistan and the international community will decide if this is sufficient, based on the prevailing security situation and long term sustainability.
11. Conference Participants welcomed the decision by the North Atlantic Council, in close consultation with non-North Atlantic Treaty Organization (NATO) ISAF partners, in full

agreement with the Government of Afghanistan and in accordance with United Nations Security Council Resolution (UNSCR) 9762, to develop, by the Kabul Conference, a plan for phased transition to Afghan security lead province by province, including the conditions on which transition will be based. Further to this, Conference Participants welcomed the shared commitment to create the conditions to allow for transition as rapidly as possible. This is with a view to a number of provinces transitioning to ANSF lead, providing conditions are met, by late 2010/early 2011, with ISAF moving to a supporting role within those provinces. Conference Participants welcomed the intention to establish a process among the Government of Afghanistan, ISAF and other key international partners to assess progress and monitor in areas other than security that influence transition.

12. Conference Participants welcomed:

- ISAF's increased focus on partnering ANSF and the principle that Afghan forces should progressively assume the leading role in all stages of operations;
- the Government of Afghanistan's determination to assume greater responsibility for detentions, in keeping with the growth of Afghan capacity, in accordance with international standards and applicable national and international law;
- the contribution the NATO Training Mission-Afghanistan (NTM-A) is making towards the growth and expansion of the ANSF and urged the international community to meet outstanding requirements for trainers and mentoring teams, and to continue efforts in this respect;
- the contribution made by EUPOL to monitoring, mentoring and advising the Ministry of Interior and supporting national and provincial level Afghan-led police reform and urged partners to reinforce and provide logistical support to EUPOL, especially in the provinces;
- Bilateral support to the ANSF from a range of countries and urged the international community to coordinate closely in this work with the NTM-A and EUPOL, including through the International Police Coordination Board (IPCB);
- the Government of Afghanistan's commitment to continue development of a National Security Strategy with the support of the international community; and
- the Government of Afghanistan's commitment to devise and implement a National Security Policy, which is to be presented at the Kabul Conference and which outlines the security infrastructure and roles and responsibilities of the different security agencies.

13. In the context of a comprehensive, Afghan-led approach, Conference Participants reinforced the need for an effective and enduring framework to create and consolidate a stable and secure environment in which Afghan men and women of all backgrounds and perspectives can contribute to the reconstruction of their country. In this context, Conference Participants welcomed the plans of the Government of Afghanistan to offer an honorable place in society to those willing to renounce violence, participate in the free and open society and respect the principles that are enshrined in the Afghan constitution, cut ties with Al-Qaeda and other terrorist groups, and pursue their political goals peacefully.

14. Conference Participants welcomed:

- the Government of Afghanistan's commitment to reinvigorate Afghan-led reintegration efforts by developing and implementing an effective, inclusive, transparent and sustainable national Peace and Reintegration Program;
- plans to convene a Grand Peace Jirga before the Kabul Conference; and
- the international community's commitment to establish a Peace and Reintegration Trust Fund to finance the Afghan-led Peace and Reintegration Program. Conference Participants welcomed pledges to the Trust Fund and encouraged all those who wish to support peace-building and stabilization efforts in Afghanistan to contribute to this important initiative.

15. Conference Participants recognized the seriousness of the humanitarian situation in different areas of the country, particularly food insecurity. Conference Participants invited the international community to support the 2010 Humanitarian Action Plan.

DEVELOPMENT AND GOVERNANCE

16. Afghanistan faces formidable development challenges, which require sustained, long-term support from the international community. A better coordinated and resourced civilian effort is critical to overcoming these challenges. Economic growth, respect for Rule of Law and human rights alongside creation of employment opportunities, and good governance for all Afghans are also critical to counter the appeal of the insurgency, as well as being vital to greater stability in Afghanistan.

17. The international community noted the progress that the Afghan Government has made on economic development, including reaching the completion point under the Heavily Indebted Poor Countries Initiative, which will provide Afghanistan with up to \$1.6 billion in debt relief from major creditors. This takes total debt relief to around \$11 billion. Conference Participants agreed that the priority, as established by the Government of Afghanistan, is accelerated progress on agriculture, human resources development and infrastructure, and to ensure these are underpinned by expanded capacity and structural reforms. Conference Participants looked forward to the new economic development plan, and to the start of discussions on a new Afghan-led IMF program and to continued IMF in-country engagement.

18. Conference Participants welcomed the Government of Afghanistan's commitment to assume increasing financial responsibility for its own affairs, and underlined that critical reforms were needed to maximize domestic earnings, with a view to attaining fiscal sustainability over time, including:

- increasing tax and customs revenues;
- restructuring public enterprises in order to ensure greater accountability and efficiency; and
- pursuing the Road Map of the 2007 Enabling Environment Conference as reflected in the ANDS;

- continuing regulatory reforms including implementation of the new mining regulations and bearing in mind Afghanistan's current commitments under the Extractive Industries Transparency Initiative.

19. Conference Participants welcomed:

- The Government of Afghanistan's plans for more coherent and better coordinated development. This involves aligning key ministries into development and governance clusters and refining the Afghan National Development Strategy development priorities, in particular infrastructure, rural development, human resources development, agriculture and the main areas of governance. It also involves developing a work plan, which should be completed by the Kabul Conference;
- Conference Participants supported the ambition of the Government of Afghanistan whereby donors increase the proportion of development aid delivered through the Government of Afghanistan to 50% in the next two years, including through multi donor trust funds that support the Government budget e.g. the Afghanistan Reconstruction Trust Fund and the Law and Order Trust Fund for Afghanistan. But this support is conditional on the Government's progress in further strengthening public financial management systems, reducing corruption, improving budget execution, developing a financing strategy and Government capacity towards the goal. Conference Participants confirmed their intention to establish a detailed roadmap with the Government of Afghanistan, before the Kabul Conference, and to provide technical assistance to help develop the Government's capacity to achieve its goal;
- The Government of Afghanistan's plans to implement budgetary reforms, to increase budget execution rates and to take steps to improve domestic revenue collection in parallel with enhancing anti-corruption practices and institutions with the aim of achieving fiscal sustainability.

20. Conference Participants welcomed the Government of Afghanistan's commitment to develop an overall plan for more effective and accountable national civilian institutions, including the civil service. They welcomed the Government of Afghanistan's decision to approve the Sub-National Governance Policy and prepare implementing legislation in advance of the Kabul Conference. Conference Participants committed to support the enhancement of sub-national governance through the Government of Afghanistan's single framework of priority programs. To facilitate its implementation, the Government of Afghanistan intends to publish the criteria for administrative boundaries. Conference Participants welcomed commitments made by the Government of Afghanistan and urged the international community to provide additional support to train 12,000 sub-national civil servants in core administrative functions in support of provincial and district governors by the end of 2011.

21. Conference Participants acknowledge the Government of Afghanistan's increasing efforts to implement the National Justice Program with a view to making more transparent, fair, and accessible provision of justice available to all Afghans equally.

22. Conference Participants commended the Government of Afghanistan's commitment to improve access to justice and respect for human rights, including through its Justice and

Human Rights Program, political and financial support for the Afghanistan Independent Human Rights Commission, and the adoption and implementation of a new national policy as soon as possible on relations between the formal justice system and dispute resolution councils. The Government of Afghanistan reiterated its commitment to protect and promote the human rights of all Afghan citizens and to make Afghanistan a place where men and women enjoy security, equal rights, and equal opportunities in all spheres of life. Conference Participants also committed to strengthening the role of civil society.

23. Conference Participants welcomed the Government of Afghanistan's whole-of-government approach to fighting corruption, and its ongoing work to mount a concerted effort to tackle the key drivers of corruption, through development of clear and objective benchmarks and implementation plans, in advance of the Kabul Conference, including but not limited to:
 - empowering an independent High Office of Oversight to investigate and sanction corrupt officials, and lead the fight against corruption, through decree within one month;
 - during 2010, establishing a statutory basis for related anti-corruption bodies, including the Major Crimes Task Force and the Anti-Corruption Tribunal, guaranteeing their long-term independence;
 - enhancing the effectiveness of the senior civil service appointments and vetting process and revising the civil service code. This will include, by the time of the Kabul Conference, identifying the top level civil service appointments;
 - the intention of the President to issue a decree prohibiting close relatives of Ministers, Ministerial advisers, Members of Parliament, Governors and some Deputy Ministers from serving in customs and revenue collection departments throughout government;
 - as a priority during 2010, adopting comprehensive legislation agenda to make Afghan laws consistent with the United Nations Convention Against Corruption, including the Anti-Corruption Penal Code, to expand provisions related to asset declaration; and
 - inviting Afghan and other eminent experts to participate in an independent Ad Hoc Monitoring and Evaluation Mission which will make its first monitoring visit to Afghanistan within three months, develop clear and objective benchmarks for progress and prepare periodic reports on national and international activity for the Afghan President, Parliament and people, as well as the international community.
24. Conference Participants committed to helping the Government of Afghanistan's anti-corruption efforts by providing assistance to the new institutions and committed to increase the transparency and effectiveness of its own aid in line with the June 2008 Paris Conference Declaration and the United Nations Convention Against Corruption. In particular, Conference Participants agreed to:
 - work with the proposed anti-corruption bodies to review existing procedures and investigate instances of corruption that involve internationals; and
 - work with the Government to improve procurement processes, including establishing additional measures to ensure due diligence in international contracting procedures.

25. Conference Participants noted the decision by the Afghan Independent Election Commission to postpone Parliamentary elections until 18 September in accordance with the Afghan Constitution and electoral law. In this regard, Conference Participants welcomed the Government of Afghanistan's commitment to ensuring the integrity of the 2010 Parliamentary elections and to preventing any irregularities and misconduct. Conference Participants also welcomed the Government of Afghanistan's commitment to work closely with the UN to build on the lessons learned from the 2009 elections to deliver improvements to the electoral process in 2010 and beyond.
26. The international community welcomed the Government of Afghanistan's commitment to implement the National Action Plan for Women of Afghanistan and to implement the Elimination of Violence Against Women Law. Conference Participants welcomed the Government of Afghanistan's commitment to strengthen the participation of women in all Afghan governance institutions including elected and appointed bodies and the civil service.
27. Conference Participants emphasized the pernicious links between the narcotics trade, the insurgency and other criminal activity, including corruption and human trafficking. Conference Participants therefore welcomed:
- the recent progress the Government of Afghanistan has made including the 22% reduction in poppy cultivation last year and increase in the number of poppy free provinces from 6 in 2006 to 20 in 2009;
 - the undertaking by the Government of Afghanistan to update the National Drugs Control Strategy during 2010, which will include targeted programs of agricultural development and the reduction of poppy cultivation;
 - the ongoing support of United Nations Office on Drugs and Crime (UNODC) and the International community to support the Government of Afghanistan to counter this trade;
 - the continuation of the "Paris-Moscow" process in counter-acting illegal production, consumption and trafficking of narcotics and the elimination of poppy crops, drug laboratories and stores. Also the interception of drug convoys as well as the continuation of consultations on the marking of pre-cursors and greater bilateral regional cooperation; and
 - the contribution to multilateral anti-narcotics efforts by the Plan of Action of the Shanghai Cooperation Organization Members, adopted in March 2009 by the Special Conference on Afghanistan in Moscow.

REGIONAL COOPERATION/INTERNATIONAL ARCHITECTURE

28. Conference Participants reaffirmed their support for a stable, secure and democratic Afghanistan, acknowledged Afghanistan's potential role as a land-bridge between South Asia, Central Asia, the Middle East and the Far East and renewed their pledge to work together actively to this end. Conference Participants underscored that regionally-owned

and steered initiatives stood the best chance of success and welcomed a number of recent initiatives that showed the need for neighboring and regional partners to work constructively together. In this context Conference Participants noted the recent Istanbul Regional Summit on Friendship and Cooperation in the “Heart of Asia” and its Statement. This regional co-operation includes reaffirming the principles of the Good Neighborly Relations Declaration of 2002, and working actively for:

- Afghan sovereignty, independence, unity and territorial integrity;
 - Non-intervention in Afghanistan’s internal affairs and mutual non-interference;
 - Afghan-led peace, reintegration and reconciliation efforts;
 - Ending support wherever it occurs on each other’s territory for illegally-armed groups, parallel structures and illegal financing directed towards destabilizing Afghanistan or individual neighbors;
 - Combating terrorism including but not limited to increased intelligence- sharing, dismantling the logistical, financial and ideological support for terrorist networks and tackling the causes of radicalization;
 - Development of trans-regional trade and transit; including work on infrastructure and progress on energy, power transmission lines and transport infrastructure, including railway networks;
 - Conducive conditions for the return of Afghan refugees; and
 - Trans-regional co-operation against the narcotics trade.
 - Supporting people-to-people contact, including interaction and exchanges between the civil society, academia, media and private sector.
29. Conference Participants welcomed the fact that Afghanistan and its regional partners would have opportunities in 2010 to develop and co-ordinate contributions to advance these principles. Conference Participants noted the value of a more coherent and structured approach to individual initiatives. In this respect, Conference Participants welcomed the fact that Afghanistan has invited the relevant regional bodies (South Asian Association for Regional Cooperation, Regional Economic Cooperation Conference on Afghanistan, Shanghai Cooperation Organization and Economic Cooperation Organization in accordance with their respective mandates) and others including the Organization of the Islamic Conference (OIC) to develop as soon as possible a co-ordinated plan for Afghanistan’s regional engagement. Conference Participants invited the countries, regional organizations and fora concerned to offer regular updates, including at the Kabul Conference.
30. Emphasizing the theme of enriching regional cooperation, Conference Participants welcomed the contribution made by specific bilateral and regional projects including that of the OIC on education and tackling radicalization, the OSCE and the Afghanistan-Pakistan Cooperation Workshop (Dubai Process) on border management. Conference Participants were grateful for the information given by several countries on bilateral initiatives including the Afghanistan-Pakistan Trade and Transit Agreement, on which they welcomed progress achieved and looked forward to a timely conclusion, and the Indonesian programs

for capacity building including technical cooperation in the fields of education, health, agriculture, poverty reduction, renewable energy and small and medium enterprises.

31. Conference Participants recalled that the international community was engaged in Afghanistan in support of the Government of Afghanistan. Until such time as the Government of Afghanistan is able to assume the responsibility, Conference Participants noted with appreciation that UNAMA continues to be the primary international organization for coordinating international support in line with the UNSCR 1868. Conference Participants welcomed:
 - the Afghan Government's presentation of clear priorities;
 - the international community's commitment to more effective and properly resourced civilian engagement to support the Afghan Government in order to improve the impact of international civilian assistance;
 - the international community's commitment to align its assistance more closely with Afghan priorities, in keeping with Paris Principles on aid effectiveness, thereby increasing Afghan government capacity;
 - the international community's intention to work closely with UNAMA to reinvigorate civilian delivery;
 - the appointment of a new NATO Senior Civilian Representative; and
 - the decision of the EU to strengthen its presence in Kabul under one single representative.
32. Conference Participants welcomed the decision by the UN Secretary General to appoint Staffan di Mistura; the decision by the NATO Secretary General to appoint Mark Sedwill; and the forthcoming appointment from the European Union (EU) High Representative; and looked forward to their taking up their jobs in the first few months of 2010. Conference Participants invited them to work closely together to ensure closer coordination in Kabul. Furthermore while noting recent improvements in the functioning of the JCMB, Conference Participants invited the co-chairs of the JCMB to recommend to its members additional measures to make the JCMB ever more effective.
33. Conference Participants took the opportunity to thank the incumbents: UN SRSG Kai Eide, NATO SCR Fernando Gentilini and EUSR Ettore Sequi and EC Head of Delegation Hansjörg Kretschmer for their invaluable work and commitment to Afghanistan.
34. We look forward to reviewing mutual progress on commitments at the Kabul Conference later this year.

The End

**PRESENTATION OF THE
AFGHAN DELEGATION TO THE LONDON INTERNATIONAL CONFERENCE ON
AFGHANISTAN, 28 JANUARY 2010**

EXECUTIVE SUMMARY

In this paper presented at The London Conference, the Government of Islamic Republic of Afghanistan (GoIRA) puts forward a comprehensive agenda that will put Afghanistan on a sustainable path to peace, stability and development. Drawing on the priorities set by His Excellency President Hamid Karzai in his second inauguration speech, Government will focus on those areas that are vital to Afghanistan's future as a strong and stable state.

Our objective is simple - the restoration of Sovereignty to Afghanistan by building a strong, just government, capable of protecting its citizens and delivering services across our nation. To be successful, we must demonstrate leadership and resolve in addressing long-standing challenges.

The GoIRA commits to:

1. Grow professional self defense forces capable of bringing stability across Afghanistan and the initiation of meaningful reconciliation for stabilization and lasting peace;
2. Create a strong state, where good governance, credible measures to reduce corruption and rule of law create conditions for strong economic growth and poverty reduction;
3. Prioritize implementation of its national development strategy to provide opportunities for Afghans, countering the appeal of insurgency;
4. Work with neighboring nations for the lasting benefit of all; and
5. Renew and reinvigorate our partnership with the international community for more effective aid.

These commitments are interdependent and success in one requires success in all - development cannot be undertaken in conflict, and peace cannot exist without regional solutions to age old grievances. They are intended to deliver the conditions necessary for development so that Afghan communities freed of insurgency can see the benefits of a strong and capable Government. Our legitimacy depends on this.

As the Government reforms its processes to ensure that it meets its development objectives, it requests the same from donors. The Government continues to require military and financial assistance to develop its capacity to lead the development and implementation of its strategy in support of its ultimate goal of a strong, peaceful Afghanistan.

Security

All civil and military plans must focus on winning the support of the Afghan people and building their belief in Government. The Government's support and legitimacy will increase only if we can assure the security of the people and fulfill their basic needs with food, shelter, water, healthcare and the means of living. The first responsibility of the Government is to ensure rule of law and the security of its people. After years of training and investment supported by the international community, the Afghan defence forces are taking the lead in security in Afghanistan. Today more than 60% of military missions are undertaken with Afghan leadership, with the support of the international community.

There are substantial challenges ahead for Afghanistan and its international military partners. We recommit ourselves to stronger professional self-defense forces that all Afghans can take pride in and that can assume overall responsibility for Afghan security at the earliest possible date. This will require the numbers of ANSF to increase to 171,600 ANA and 134,000 ANP by October 2011. Afghanistan, like any sovereign state with rule of law, must reacquire a monopoly on the use of force within its territory. The arrest, search or detention of Afghans must be done by Afghans to be legitimate in the eyes of Afghans. As victory will not be achieved on the battlefield alone, but in the hearts and minds of our citizens, no effort can be spared to eliminate the civilian casualties that strengthen the enemy and rally support for their case.

Peace and Re-integration

While Afghan and International military operations are vital to creating a secure environment for good governance and economic development, an enduring peace in Afghanistan will only be achieved when the fighters and commanders who make up the armed opposition are successfully reintegrated into their communities. The Government will provide the Taliban and other insurgent groups who wish to respect the constitution a dignified way to renounce violence and peacefully reintegrate into their communities. The rank and file Taliban are not Al-Qaeda, they are our neighbours and cousins, and to achieve peace we need only remove their reason to fight.

Reintegration will need to take place at two levels; first it must provide opportunities and incentives for the foot soldiers and local commanders of the Taliban to rejoin their communities and second there must be strategic reconciliation with leaders of the Taliban movement. These initiatives will be developed and undertaken with Afghan leadership and donor support. They will embrace key principles including the provision of amnesty to those who disarm, renounce violence and embrace the Afghan constitution. A critical step in the initiative will be a Grand Peace Jirga where all elements of Afghan society can be consulted and included in the path to lasting peace. The GoIRA commits itself to presenting a full implementation plan for support to donors in Kabul in the spring. Agreement has been reached with donors on an Afghan led, multi-donor trust fund for the purpose of funding this initiative.

Economic Development

Economic development and the creation of jobs are a precondition for enduring peace in Afghanistan. It is only by developing a strong economy that Afghanistan will achieve fiscal independence. The Government proposes to align related Ministries to form clusters to lead in the area of Agricultural and Rural Development, Human Resource Development and Infrastructure and Economic Development. These clusters, under proven, capable ministerial leadership will be tasked to prioritize the implementation of the Afghan National Development Strategy to achieve job creation and economic growth. Existing national programs capable of meeting this objective will be strengthened, and where gaps exist, new national programs will be developed for presentation at the spring Kabul Conference.

To create a supportive environment for growth and ensure the effective use of resources the Government will commit itself to a broad program of structural reforms. To better enable government to implement this aggressive and critical agenda it will undertake two major initiatives. The Civilian Technical Assistance Plan will be used to provide regional advisors to build Afghan capacity to implement programming, and a series of improvements to supporting services will be undertaken to streamline program implementation. The government commits itself to the presentation of a comprehensive plan at the Kabul conference in spring. It calls upon donors to support these clusters through collaboration at a technical level and financial support for the identified priority programs.

Regional Cooperation

Regional problems require regional solutions. The GoIRA is committed to working with our neighbors to improve regional security and facilitate trade. All countries in the region will benefit from this increased cooperation.

Improved regional security will require coordinated actions to increase intelligence sharing, collaboration between border security forces to combat narcotics trafficking and organized crime, and joint strategies to eliminate the ability of insurgents to operate freely along our undefended frontier. The elimination of cross-border sanctuaries must be a high priority for all. Lasting peace will require renewed efforts to repatriate displaced peoples, while facilitating the free movement of labor.

The creation of regional infrastructure for energy, transportation and water management are critical to sustained economic growth for all parties. Of particular importance to all will be the emergence of Afghanistan as a viable trade and transit corridor, allowing the free flow of goods between our neighbors. We will continue to work multilaterally and through regional associations to achieve this aim. In particular, we request the assistance of the Government of Pakistan and all donors to successfully conclude the *Afghan-Pakistan Trade and Transit Agreement* before the Kabul Conference.

Governance

Good governance is a requirement for achieving stability, security and development, and is inherent in maintaining rule of law, justice, respect for human rights, and the elimination of

corrupt practices. The Government will focus on five areas of governance: national governance and policy coordination, civil service reform, sub-national governance, rule of law and human rights.

Successful implementation of this agenda requires effective decision-making and implementation mechanisms at all levels of government. To achieve this, the Government must strive to build effective institutions with strong presence outside of Kabul to implement its policies and programs. A foundation for this will be the agreement of Government to a sub-national governance policy that will clearly define the roles and responsibilities of all actors in our provinces, districts and villages. Once agreed, this policy can form the basis for cooperation within levels of government in the provision of essential services to all regions of the country.

Of critical importance will be an increased commitment to rule of law, and attention will be given to ensuring that our countries judges, prosecutors, and law enforcement personnel are given the training, support and protection they need to function effectively. The Government will continue to implement civil service reforms to enable the government at all levels to function more effectively. We ask the international community to assist by working through and reinforcing the Government mechanisms, rather than establishing parallel structures.

Anti-Corruption

In our efforts in creating a strong state where good governance and rule of law prevail, corruption and allegations of corruption both serve to undermine confidence in the Government among our population. This impacts our efforts in all sectors. The Government is committed to a whole of Government approach in fighting corruption, and will continue broad institutional reform of Ministries and services to reduce their vulnerability to corruption. The cabinet will be relied upon as the key organization for ensuring the collective responsibility of the executive branch, and will work closely with the Parliament to ensure robust legal foundation for accountability and transparency and with the Supreme Court to transform the judiciary into a trusted instrument for the delivery of justice.

Immediately following the London Conference the President will issue decrees to strengthen the legal foundations of the fight against corruption. These decrees will further strengthen and clarify the role of the High Office of Oversight (HOO) as the principal instrument for implementing the Government's anti-corruption agenda. They will require asset declaration and verification by senior officials, and will make provisions enabling seizure of assets obtained by corruption practice. They will also ensure that the HOO will work in a coordinated way with the other agencies involved in the anti-corruption efforts, such as the Attorney General's Office, the Auditor General's Office and the Major Crime's Task Force.

Ministers and Governors will be held accountable for their actions and the actions of the offices they lead. All Government Ministries and Agencies will be required to prepare an anti-corruption action plan and their performance at delivering the results of this plan will be monitored and reported by the HOO. A group of esteemed experts will be invited to Afghanistan to monitor and evaluate its progress in achieving defined benchmarks in the fight against corruption.

Aid Effectiveness

Aid plays a critical role in the development, poverty reduction, and economic growth of Afghanistan. The whole of Afghanistan's development budget, as well as about 35% of its operating expenditures, are currently financed by foreign assistance. In total, aid amounted to 43% of GDP in 2008. However, the critical issue is not resources spent but the sustainable impact aid achieves. This is substantially affected by the mode of its delivery. In Afghanistan, the challenge of effective development is rather unique: development is undermined by high levels of instability, and thirty years of conflict have reduced the capacity of the civil service to manage aid. Effective aid is critical to improving the capacity and legitimacy of the Government, and ultimately in reducing the root causes of instability. Hence, GoIRA believes that aid can only meet its development objectives - ultimately supporting a move away from aid dependency - when aid is clearly Afghan led and owned.

The Government is ready to take the steps for more making aid more effective. To ensure aid is delivered in a more coordinated and effective manner, the Government will utilize its ANDS cluster strategy to prioritize and sequence development objectives. Channeling funds directly through the budget is essential to drive ongoing sustainability. Programs delivered through Government build Afghan capacity, increase Afghan accountability, are aligned with Afghan priorities, cost less and earn the trust of the Afghan people. While the Afghanistan Reconstruction Trust Fund remains a successful mechanism through which donors can provide resources through the Government's budget, it is important for donor funds to take the next step of providing resources directly to the Government. Innovative approaches are needed to increase the amount of assistance delivered in this way. The GoIRA is doing its part by improving its capacity to deliver development by further strengthening its governance and public financial management systems. To increase accountability, Government also wants to improve how it works and reports on results, and will ensure an effective monitoring and evaluation system is in place.

**PRESENTATION OF THE
AFGHAN DELEGATION TO THE LONDON INTERNATIONAL CONFERENCE ON
AFGHANISTAN, 28 JANUARY 2010**

SECURITY

Background

The danger we face threatens human civilization and recognizes no geographic boundaries and cannot be overcome by any single nation, however powerful. It needs a strategic global response and a concerted and coordinated effort by the community of nations to successfully defend our collective freedom.

As far as the role of Afghanistan in this international effort is concerned, the focus of all civil and military plans must be the Afghan people and their belief in the support of the Government. The Government's support and legitimacy will increase only if we can assure the security of the people and provide them with basic needs like food, shelter, water, healthcare and the means of living.

President Karzai's inaugural speech clearly outlined the goals to be achieved and priorities to be followed and provides a vision for the future security and stability of Afghanistan.

Defending our country and providing security for our nation is the duty of all Afghans.... Based on the state monopoly of the Islamic Republic of Afghanistan over the defense and security forces of our country, and other imperatives of national sovereignty, we want to organize and improve the national army and our other security forces in quantitative and qualitative terms, in consonance with the defensive needs of Afghanistan.

We are at a critical point in our endeavor. The lack of enough forces has made it impossible to protect the people through the presence of security forces at the local level. This frustrated Afghans who wanted to side with the Afghan Government, but could not risk doing so without protection. But this is now changing. In this past year the number of enemy attacks was up, as was the employment of Improvised Explosive Devices. However, some increase was due to the introduction of Afghan and ISAF forces into areas that we had not operated in previously, as well as a higher tempo of Afghan National Security Forces (ANSF) and ISAF operations.

As was expected, enemy activity peaked during the election. However, the ANSF and ISAF were successful in securing the election process. Since the election, activity levels have been significant, particularly in the South and East. While our conventional forces are currently shifting focus to protecting the population, our special operations forces continue to conduct effective "surgical" operations in order to keep the enemy off balance.

Despite our recent successes, the enemy remains a capable foe. They are developing new tactics and techniques, particularly in the use of IEDs and suicide bombers. We are also seeing more foreign fighters in more provinces.

The ANSF continues to grow and develop beyond expectations. In December 2009 the ANA stood at 100,131 personnel and the ANP at 94,958. This progress will ensure we achieve the ambitious plan of having 134,000 ANA and 109,000 ANP in October 2010 and 171,600 ANA and 134,000 ANP by October 2011.

Government Commitments

During the next 18 months we need to focus all of our efforts on improving the capacity and capability of the ANSF and creating the right conditions through securing the population for governance, law enforcement, and economic development to flourish.

- We will develop a National Security Policy that lays down the key roles and responsibilities of the security Ministries and other key requirements and a National Security Strategy with a long term vision for securing Afghanistan.
- We will strive within the next three years to lead and conduct the majority of military operations in the insecure areas of our country and take responsibility for physical security within five years.
- We will spare no efforts and sacrifices to take responsibility for the physical security of our country within five years, provided that the international community furnishes the ANSF with its own enabler capabilities. The international forces will then concentrate their effort on a mentoring and supporting role.
- Through better leadership, improving the quality of life and taking care of soldiers, police officers and their families, the ANSF will provide the additional necessary recruits and leadership, improve retention, reduce attrition to facilitate an accelerated growth, and take all necessary means to further improve professionalism, skills, effectiveness, transparency, accountability, and discipline. The professionalism of the ANSF will be enhanced by focusing training efforts on leader development within the ranks of both the ANA and the ANP. The ANSF must grow to 172,000 ANA and 134,000 ANP by Oct 2011.
- We are well on the way to achieving 134,000 ahead of schedule (end October 2010). While the 134,000 force is a step in the right direction, it is clearly insufficient for securing the population and winning the fight. Therefore, additional growth is required to build a 400,000 strong security force structure, with the ANA providing 240,000 soldiers and the police growing from 96,800 to 160,000 in order to make the ANSF self-reliant in the next 3-5 years. Therefore:
 - By Oct 2010 the ANA will be grown to 134,000, the ANP to 109,000.
 - By Oct 2011 the ANA will grow to 171,600, the ANP to 134,000.

- We will work with ISAF and the International Community to improve public awareness of what the Government and International Community are doing, as well as the sacrifices the ANSF and ISAF are making to ensure Afghanistan's people have a secure future.
- We must work closely with ISAF forces to "clear and hold" key population centers. This will require the proper mix of ANP and ANA working closely with ISAF forces. Therefore:
- We must partner closely with each other to achieve the right effects while simultaneously improving the quality, strength, and confidence of our security forces. The Army will initially assist the police in holding population centers so that the right conditions are created for civil activities to improve.

The increased numbers of ANSF will make the presence of security forces possible at the local level. As a result, a secure environment will provide for the proper implementation of the rule of law, effective governance, economic development, delivery of services, the building of infrastructure, and improve the legitimacy and influence of the Afghan Government.

The ANSF should increasingly prepare for the day when it will take over responsibility for security. Therefore:

- There will be fully integrated security coordination at Region, Province and District level.
- The ANSF will further improve intelligence sharing, integration of planning, and operational cohesiveness and coordination with concerned Afghan entities.
- The ANA will develop systems (in particular logistics and personnel management) to ensure that it and other GoIRA agencies continue to build capabilities and capacity, improving their care of the Afghan people, despite insurgent actions.
- The ANSF will implement measures to ensure accountability of weapons and equipment.

The GoIRA, in partnership with ISAF, will keep the security situation under review. Together, we will develop a plan for "Transition". Once we, and COMISAF, are confident the ANSF has the capabilities and capacity to provide security and stability in a given area, the decision will be taken for ISAF to move into a supporting role. This judgment will be based on an assessment of the following three main criteria:

- The presence of sufficient and capable ANA and ANP in a particular area.
- The security condition in the area and that the trend shows security improvement.
- That there is improving rule of law, governance, economic development and proper infrastructure.

To acquire the proper conditions for Transition:

- We will strive to transform the police to be the trusted guardians of Afghan society. The Ministry of Interior will focus on the elimination of corruption by enforcement through the established Major Crimes Task Force, in conjunction with other international entities, and will investigate allegations of corruption at the highest levels within the Afghan Government. We will also concentrate on prevention through enhanced and specialized training and public awareness campaigns.

We will improve our capabilities to counter Afghan-specific threats throughout all police functions. We will achieve this by:

- Eliminating corruption through an anti-corruption strategy that addresses capacity building, prevention and enforcement.
- Reforming and growing the ANP with enhanced leadership at all ranks and selecting personnel for promotion based on ability, experience and performance.
- We will Afghanize and accelerate Focused District Development (FDD), Focused Border Development and other training and development programs to improve our capability and create an Afghan Gendarmerie Force able to conduct operations in cooperation with the ANA. Afghan Police Mentoring Teams will be created to ensure the completion of the FDD program in low-threat provinces. This will require growth in the ANP Tashkeel.
- We will improve morale and quality of life of ANP personnel. With the help of the International Community we will explore social benefit programs for ANSF such as a housing program.
- We will improve the quality of our police services by focusing on community Police and traditional police missions by training and equipping them to prevent and detect crime, ensure public safety, civil order, property protection and traffic control.
- We will increase public confidence in the police by increasing the capability to respond promptly and fairly to the public request for security, assistance, or administrative service and by training the police to respect human rights, individual legal rights and to behave properly with the citizens. We will continue to recruit and create opportunities for women in the police force. We will also introduce an impartial system that can provide oversight to police accountability and public concerns.
- We will introduce a Public Guard Force that will operate at the district level to protect key infrastructure, facilities and construction projects. The Public Guard Force will gradually replace Private Security Companies in the future.

Key Requirements for Success

In order to restore peace and harmony in Afghanistan as well as in the region the campaign needs the following fundamental elements:

- Military operations should be supplemented by a deliberate civil effort. Therefore, all the resources and the requirements needed should be fulfilled for a combined civil-military operation.
- The protection of the population should be of the utmost priority in any operation. Every effort must be taken to further minimize civilian casualties. This has become the most contentious of issues for the Afghan public, as well as the Afghan Government and international forces.
- Afghan led national reconciliation and reintegration should be fully resourced by the International Community for a successful outcome.
- All detention operations should be carried out by the ANSF and with the full knowledge and agreement of the concerned Afghan authorities. Moreover, the transfer of detention facilities to Afghan authorities is required to demonstrate the sovereignty of the Afghan Government. We will require further assistance, training and resources to achieve this.
- More must be done to counter the enemy's propaganda, information and misinformation campaign and its ability to influence local and international media. We must work to increase public awareness of the Government and International Community's progress and achievements in Afghanistan. We will work with ISAF and the International Community to improve public awareness of what the Government and International Community are doing.
- Sealing and securing the border with the proper deployment of forces, supplemented by local security arrangements, will disrupt the enemy's capability to infiltrate and exfiltrate and will have immense positive impact on the security situation in Afghanistan. We need support in: creating better border cooperation, improving the effectiveness of existing coordination measures, making them more functional, and increasing Pakistan military operations in the FATA will be required to be coordinated with ISAF and ANSF.
- The only sustainable way to provide security in Afghanistan is to enable Afghans to defend themselves. However, one of the major obstacles to the ability of the ANSF, particularly the ANA, to conduct independent operations is that we are currently building a light infantry-centric army (the 134,000 force) which contains significant capability gaps that will need to be provided to reach self-sufficiency. These capability gaps include: counter-IED; protected mobility with integrated firepower (mortars and artillery); air transportation; air reconnaissance; air support of ground forces; and, in the absence of ISAF forces, air interception capability to secure our airspace. The sooner these capabilities are fielded, the quicker the ANSF will be able to relieve coalition forces from the brunt of the fighting.

- In order to build a capable force of 400,000 (240,000 ANA and 160,000 ANP), the long lead times for infrastructure, equipment acquisition and leadership development need to be taken into account and decisions implemented as early as possible.
- We would like NATO to contribute forces to train, mentor and partner ANSF; in all provinces there will be more ANP and ANA forces available due to the continuous growth of the ANSF, this requires more NATO forces to take up the role of trainers, mentors and to take up partner relationships with the new Afghan forces.
- Intelligence drives operations. Effective operations are shaped by timely, specific and reliable intelligence gathered and analyzed at the lowest level possible and disseminated throughout the force. The Afghan intelligence agencies' (NDS, MOI and MOD) qualitative and quantitative improvement and expansion both in technical and human intelligence is needed to deal more effectively with the situation.
- We urgently need help in expanding our training capacity. Afghanistan has more than enough potential warriors, what we need are the trainers that can turn these warriors into capable, disciplined, and skillful soldiers to secure their population. We also need help and assistance in developing the capacity of our security institutions.
- As the ANSF continues to grow we need continued schooling abroad for our security force leaders (ANA, ANP and NDS) - officers and NCOs. They must be educated in the professional institutions abroad so that they can serve as a seed in our security forces, spreading their experiences and knowledge to improve our capacity to secure our country.
- With the help of the International Community we must fully equip and prepare the ANP to fulfill the police mission. We will construct the necessary facilities and provide weapons and equipment to support all of its activities.
- The ANP requires increased capability for medevac, air surveillance and air transport.
- For police development, we need the support of the European Gendarmerie Force in developing our Afghan Civil Order Police and we need their support in developing and professionalizing our police noncommissioned officers.
- We would like to increase our relationship with EUPOL in order to improve our capability in specialized police skills. Such skills would include laboratory, police intelligence, and other, highly specialized police functions.
- We need assistance from our European allies in adjusting their caveats to allow support to ANSF, without regards to Afghan provincial borders, to give GoIRA and COMISAF the operational flexibility to employ ANSF with their NATO OMLTs and POMLTs and their NATO partnership units where ever conditions require.
- There is a requirement to amend the ANSF Support Agreement between GoIRA and NATO in light of the new strategy and renewed effort.

- We have seen a direct correlation between narcotics and security. When Government control is present, narcotics disappear. Our counter-narcotics campaign needs to continue to become more effective and more unified and comprehensive solutions adopted and implemented, including an alternative livelihoods program. The ANSF will improve and expand its interdiction operations.
- All non-military forces employed directly by international forces that are not part of the ANSF should only be used for the protection of bases, not for any other type of operation, including Afghan protective forces and Private Security Companies.

The most important concern for us is the long-term sustainability of the ANSF once it reaches the approved ceiling, and particularly after the drawdown of international forces. It is crystal-clear that the Afghan economy will not be able to financially sustain the ANSF. Afghanistan will increasingly assume a larger share as its economy grows. However,

- There will be a need for the international community to assist, at least until the Afghan economy can afford to fund the ANSF, if we are determined to preserve the achievements which have cost so much in blood and treasure.
- The end-state of growth (a force of 400,000) is that ANSF should have the capability to be able to defend the country and its airspace against both internal and external threats and be able to contribute to maintaining regional security and stability, as well as to safeguard and preserve the achievements which cost both Afghanistan and the International Community so much in blood and treasure.

Donor commitments

The international community is already embarking on a new path in Afghanistan. In the last six months of 2009, and more intensely since President Obama's announcement in December, NATO and other nations have worked together to focus and coordinate their efforts on Afghanistan.

The stakes are high. Failure could result in Afghanistan becoming a failed state or terrorist base, as well as a source of regional and global instability. Our efforts, therefore, require a firm political will and substantial patience on the part of the Afghan people and the countries providing support.

- The International Community needs to present a clear and unified message to the Afghan people and our enemies that it will support Afghanistan until we achieve victory, and that this support (in other forms) will continue beyond the victory. Any wavering of resolve or suggestion of an exit strategy or deadline for withdrawal would be a strategic mistake, and could have catastrophic consequences for all of us. The Afghan people need to be certain that the International Community will not abandon them again,
- In the complex struggle in which we are jointly engaged the support welfare and protection of the people are vital to success. The international community's efforts

should be concentrated on strengthening the role and efficiency of the Afghan Government and helping to expand its influence and improve its legitimacy,

In particular we need the International Community to commit to all our demands which is a necessity for the success of our joint mission.

- Maintain progress in the conduct of the mission, particularly on the reduction of civilian casualties to the minimum possible, to use Afghan forces for house searches and detention operations; and transfer detention facilities to the Afghan Government,
- Grow the ANSF to a 400,000 strong security force structure, with the ANA providing 240,000 soldiers and the police 160,000, in order to make the ANSF self-reliant in the next 3-5 years and to gradually relieve the ISAF forces,
- The International Community should support and provide the ANSF and Afghan Government with all the elements it requires for successful Transition. And aim to facilitate the conditions that will permit the “Transition” of Provinces as early as possible,
- Afghanistan will increasingly assume a larger share of the cost of the ANSF as its economic grows. The proposed growth plan is viable and necessary, but will generate wage, pension and other costs that the Afghan Government cannot fund. There is therefore a need for a commitment by the International Community to assist in the sustainment of the ANSF for the foreseeable future, ie until the Afghan economy can afford this expenditure, factoring in the Government’s other budgetary obligations,
- Fill the ANSF’s significant capability gaps, which is a requirement for it to be able to conduct independent operations and achieve self-sufficiency. These capability gaps include: For the ANA - counter-IED; protected mobility with integrated firepower (mortars and artillery); air transportation; air reconnaissance; air support of ground forces; and, in the absence of ISAF forces, air interception capability and air domain awareness capability to secure our airspace. For the ANP - medevac, air surveillance and air transport,
- Assist in the qualitative and quantitative improvement of the Afghan intelligence agencies (MOI, NDS and MOD) both in technical and human capacity,
- Provide the required trainers for both the ANA and ANP to assist in the accelerated growth and turn recruits into capable, disciplined and skillful soldiers. And provide vacancies for training abroad,
- Provide the necessary resources for a successful Afghan led national reconciliation and reintegration program,
- Fulfill all the ANP’s requirements as mentioned in the Demands and Expectations section, including enablers for the ANP such as Counter-IED and Explosive Ordnance Disposal capabilities,

- Help in developing a joint well-organized strategic communication campaign to counter the enemy's propaganda and raise the awareness of the public, both nationally and internationally,
- Support the National Drugs Control Strategy and a comprehensive counter-narcotics strategy with a well resourced alternative livelihood program. The ANSF will improve and expand its interdiction operations.
- Enable the MOI to gradually take over the security missions now provided by Private Security Companies, and
- The long lead times for infrastructure, equipment acquisition and leadership development need to be taken into account and decisions implemented as early as possible to facilitate the accelerated growth of the ANSF.

We do not wish to be a burden on the international community more than is required or necessitated. We are profoundly grateful and deeply appreciative of all the help and assistance extended to us. We highly value the International Community's generosity and fully acknowledge their sacrifices. The debt of gratitude we owe your soldiers and citizens can never be fully repaid. No one should doubt the firm determination of the Afghan people to succeed. Together we will ensure the inevitability of our final victory.

The campaign in Afghanistan is winnable, but only if Afghans are enabled to defend their homeland against all internal and external threats. The final solution must be an Afghan one.

THE AFGHANISTAN PEACE AND REINTEGRATION PROGRAM

Summary Program outline

Background

For thirty years, Afghanistan has been plagued by war and instability. Since the fall of the Taliban, the GoIRA, along with its International Coalition military partners have fought to stabilize and consolidate the authority of the central government across the country. The spread of violence, especially in the South, South East and in Eastern region along the tribal belt remains a major challenge in the stabilization strategy. There have been some successes but there are still vast areas where the ongoing cross-border terrorist/insurgency, networks of Illegal armed groups, criminals and drug mafia have been an impediment to good governance as well as social and economic development.

While Afghan and International military operations are vital to creating a secure environment for governance and economic development, the experience of the past few years also suggests the need to develop a comprehensive strategy to engage Afghans of all backgrounds and perspectives in dialogue. The government, reaches its hand out to the Taliban and other insurgent groups to offer them a dignified and respectful way to renounce violence, to peacefully reintegrate into their communities and to separate themselves from their past. This initiative is now supported by UN, NATO, and the international community partners.

Aim

The aim of the Peace and Reintegration Program is to promote peace through a political approach. It will encourage Taliban fighters and leaders, previously siding with armed opposition and extremist groups, to renounce violence and join a constructive process of reintegration to benefit from a chance at peace and sustained governance and economic development.

The program will be in-line with His Excellency President Hamid Karzai's vision for his second term in office as outlined in his second inauguration speech.

Concept and Fundamentals for Success

The Afghan Peace and Reintegration Program will be conducted in an Afghan fashion, designed and implemented under Afghan leadership, in accordance with Afghan laws and cultural norms. Drawing on the strengths of previous Afghan peace and disarmament programs, this new program will be overseen from Kabul, but provincial, district, and community leadership will be critical to success. The program is open to all Afghans, nationwide, regardless of race, tribe, social origin, or religion. It will be developed by seeking the sage advice and consensus of prominent Afghan community and religious leaders from across the ethnic and tribal spectrum.

Responsibility for successful reintegration, under the leadership of the Afghan Government, rests with both the communities and ex-insurgents themselves. Eligible communities are those willing to embrace their disenfranchised compatriots, and along with the Afghan Government, supervise the progress of these reintegration volunteers. The dignity and honor of former combatants will be maintained, and they will be assisted while developing and enhancing skills through education and vocational programs.

Individuals seeking to reintegrate will be required to do the following: renounce violence; cease support for the insurgency; participate in the free and open society that is enshrined in the Afghan Constitution; and cut all current and future ties with Al-Qaeda and other terrorist groups. Volunteers entering the reintegration program will be accorded protection and security as long as they keep their commitments and remain loyal Afghans.

The Peace and Reintegration efforts could be broadly split into two broad categories:

a) Peace and Reintegration at tactical and operational level: There are various layers that need to be reintegrated. Different layers will require different packages and approaches to meet their needs successfully. At the tactical level the reintegration effort focuses on foot soldiers, group, and local leaders who form the bulk of the insurgency, and;

b) Strategic reconciliation level: Efforts at the Strategic level focus on the leadership. This is a complex and highly sensitive issue that needs a broad approach. The package for these levels may include: addressing the problem of sanctuaries, measures for outreach and removal from the UN sanction list, ensuring the severance of links with Al-Qaida, securing political accommodation, or potential exile in a third country.

Key Principles

- Afghan ownership.
- Peace and Reconciliation to be promoted with unity of efforts and from a position of principle that should be further strengthened by the collective efforts of the Afghan Government and its international partners.
- Provincial Governors. The key leaders at the provincial level will be supported by project strategic leadership, government, and the international community.
- Avoid deals that undermine territorial integrity, the Afghanistan constitution and create more space for the operation of terrorist groups.
- Renunciation of violence by participating groups leading to disarmament with guarantees for their protection and security.
- The financial cost of reintegration will be substantial and will be dependent upon donor financial support for an extended period, through a new trust fund agreed for this purpose.

Key Components

The Peace and Reintegration Program will address the following issues:

- Addressing sanctuaries and reaching out to the leadership of anti-government forces.
- Assisting individuals, groups, and communities.
- Coordination from the district through national levels on protection, immediate assistance to reintegrees and reconciles, as well as amnesty.
- Disarmament and weapons management.
- Mid to long term development initiatives in support of durable security and stability (peace dividend for communities).
- Monitoring and de-radicalization of former anti-government forces.

Program Phases

Although bringing back ex-fighters and leaders at both low and high levels is crucial to the aggregate success of the Afghan Peace and Reintegration Program, a major breakthrough at the higher level might take some time. However, strategic level and operational-tactical level initiatives will be begun simultaneously to achieve robust reconciliation and reintegration. Program implementation is slated to take place in three phases: short, medium and long term efforts:

1. The first phase will concentrate on tactical level peace and reintegration initiatives while making attempts to reach out at the political level to open the door for engagement to build trust and confidence,
2. The second phase will be the main phase and the focus will be on both political and tactical/operational levels, and
3. The third phase will concentrate on consolidating peace and reintegration while evaluating the program and focusing on issues that are not addressed or still need attention in order to make reintegration sustainable and irreversible.

Government Commitments

- Develop a detail program document to be presented at Kabul Conference for financial support.
- Provide leadership and build consensus through a grand Peace Jirga that is planned to be held after the London Conference.
- Integrate existing structure into a unified and effective organization for effective leadership, coordination and implementation of the program.

- Develop and manage a transparent and effective system of channeling financial resources for the program.

Donor Commitments

- Support the program through their collective efforts.
- Provide technical, financial political and diplomatic support for successful implementation of the program.
- Respect the Afghan leadership and avoid duplication.
- Provide ongoing financial support through the agreed reintegration trust fund.

OUTLINE PROPOSAL: PEACE AND REINTEGRATION TRUST FUND

Reintegration will likely be delivered through a range of activities ranging from immediate support to longer-term, Afghan-led programs. These activities will be financed through a single Reintegration Trust Fund to maximize coordination and efficiency (avoiding a plethora of parallel or bilateral initiatives). This Outline Proposal sets out how the Trust Fund will be structured. The reintegration programs that the Trust Fund will finance will be considered separately.

Key parameters of the Trust Fund

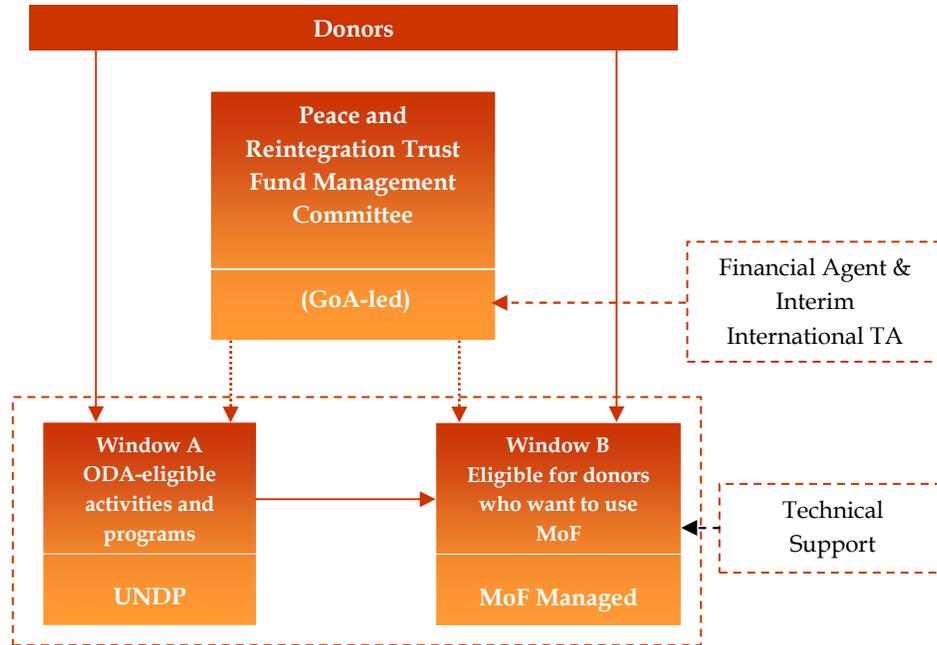
- Afghan-owned and controlled;
- Flexible to enable financing to flow to a range of reintegration activities, including through the GoIRA's budget;
- Able to disburse quickly in response to reintegration "demand";
- Accountable to the GoIRA and donors; and
- Robust financial management.

Where appropriate, the Trust Fund should also draw on existing mechanisms and institutional arrangements. The Trust Fund itself would be comprised of two windows:

- **Window A:** Support to Afghan-led programs that provide sustainable opportunities for those that choose to reintegrate. Funds disbursed through this window are likely to be ODA-eligible and include both on and off budget programs. It would be maintained by the UNDP under the guidance of the Peace and Reintegration Trust Fund Management Committee.
- **Window B:** This window will be similar to Window A and eligible for all donors who would like to channel their funding through Ministry of Finance. Technical Support would be provided by donors.

The operation of both the windows will over time be phased to the Ministry of Finance for complete financial supervision and execution.

Outline Proposal



Management of Fund

The Peace and Reintegration Trust Fund Management Committee will supervise and manage the entire Fund (both Windows A and B) and the permanent members will be representatives of the Afghan Government, chaired by Ministry of Finance and including the chief executive of Peace and Reintegration Program, representative(s) of donors, and possible non-voting members. The Afghan Government and international donors reserve the right to review final Management Committee membership, its Terms of Reference, financial agent, and interim international technical assistance. The Trust Fund Management Committee requires sophisticated financial oversight and management capability. To help build this capacity, this trust fund committee would be supported by interim international technical assistance (for a period of 12-24 months).

Accountability of the Trust Fund is imperative for the success of the reintegration initiative. Thus a robust monitoring and auditing system will be introduced.

The Structure of the Trust Fund would meet the needs of the reintegration process and different donors, while putting the GoIRA in the driving seat.

Next Steps

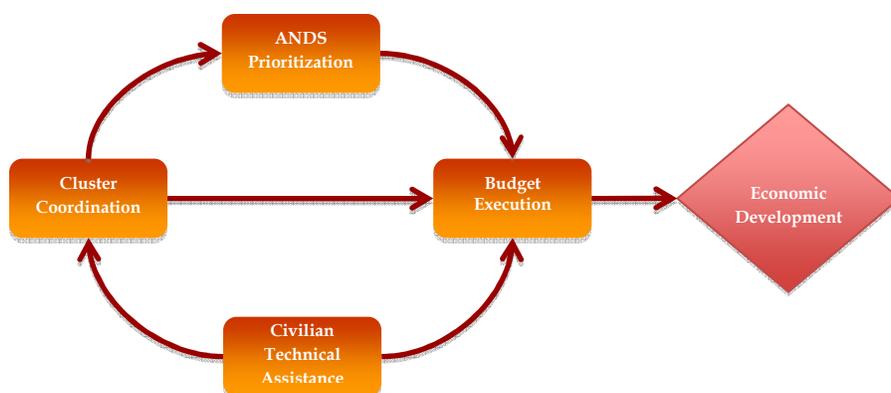
- GoIRA and donors agree on outline structure.
- Design a work plan so that a Trust Fund concept is announced at the Kabul Conference.
- In parallel, downstream programs and activities will be developed. Where possible, the Trust Fund should support the mainstreaming of reintegration into existing programs. It is critical that this work build on the lessons from previous experience, e.g. the Counter-Narcotics Trust Fund and Afghan Reconstruction Trust Fund.
- Develop detailed guidelines for quick disbursement of funds for both on and off budget programs.
- Develop detailed mechanisms for Trust Fund administration before the Kabul conference.
- Formulate Terms of Reference for the Interim International Technical Assistance, Technical Support and Trust Fund Management Committee, to be supported by donors.

AN INTEGRATED PLAN FOR ECONOMIC DEVELOPMENT

Overview

Sustainable economic growth, with particular attention to the creation of a large number of new jobs in the private sector, is a key priority for the GoIRA. Providing economic opportunities and sustainable livelihoods for all Afghans is critical to counter the appeal of insurgency, and reduce instability. Economic growth and the resultant job creation, along with provision of basic services to our citizens, will ultimately increase the Government's credibility and contribute to stabilization of the country. Increased domestic revenue collection, a pre-condition for fiscal sustainability and reduced aid dependency, requires on a sound, growing economy. To meet these objectives Government requires military and financial assistance from donors to increase its own capacity, and to define and implement its strategy for economic development in support of its ultimate goal of a strong, stable Afghanistan.

Structural Reform and Aid Effectiveness



The Government plans to achieve this key objective through an integrated plan for economic development based on four interrelated objectives. The GoIRA will:

- Provide increased leadership and coordination for development by aligning key ministries into development clusters,
- Define clear development priorities and develop programs required to deliver needed results,
- Undertake a series of reforms aimed at increasing budget execution, and
- Provide technical assistance for capacity development to support economic growth.

In addition the GoIRA will commit to a series of structural reforms designed to create a strong environment that will enable increased economic growth.

These initiatives are designed to achieve substantial synergy. Cluster leadership will define a vision and drive a prioritization of the ANDS. Based on these priorities programs will be

developed that create jobs and drive economic growth. To ensure that results can be achieved quickly budget execution processes will be improved. To ensure sustainability these initiatives will be supported by regional civilian technical advisors assigned to enhance Government capacity. Structural reform will improve the economic climate, allowing programming to achieve better long-term results.

In a separate paper on Aid Effectiveness for the London Conference, GoIRA argues that in order to achieve these development objectives, aid to Afghanistan needs to be made more sustainable. It needs to be aligned with government priorities and channeled through the Government budget, increasing Government capacity and reducing dependency on foreign assistance. This paper sets out a framework to increase GoIRA's ability to lead and implement development in Afghanistan.

Key outcomes under the integrated plan for development

A. Create Development Clusters to increase leadership and coordination of Development

The GoIRA plans to restructure key Ministries into development clusters, to be chaired by a coordinator selected by the President on the basis of demonstrated leadership. The goal of the clusters will be to increase collaboration between Ministries and to develop and implement a clear, prioritized agenda aimed at addressing the key development challenges of the sector.

The clusters are as follows:

- **Agriculture and Rural Development:** Chaired by the Ministry of Agriculture, Irrigation and Livestock (MAIL); with participation by Ministry of Rehabilitation and Rural Development (MRRD), Ministry of Energy and Water, Ministry of Counter-Narcotics (MCN);
- **Human Resource Development:** Chaired by the Ministry of Education (MoE), with participation by Ministry of Higher Education (MoHE), Ministry of Labor, Social Affairs, Martyrs and Disabled (MoLSAMD), Ministry of Women's Affairs;
- **Infrastructure and Economic Development:** Chaired by the Ministry of Mines (MoM); with participation by Ministry of Transportation and Civil Aviation (MoTCA), Ministry of Public Works (MoPW), Ministry of Energy and Water (MoEW), Ministry of Commerce and Industry (MoCI).

This will result in three clusters addressing the key priorities of Government in those development areas requiring the highest level of coordination and representing just under 80% of the national development budget. In addition to the clusters described above, the Government will bring forward a Governance cluster, whose composition could include IDLG, IARCSC, the High Office of Oversight and other relevant ministries or institutions. The Governance cluster will be defined in advance of the Kabul conference in spring 2010. Strengthening governance structures and procedures to increase transparency and reduce corruption will be the key priority for this cluster. Although the specific agenda for the cluster

has not been determined, implementation of a sub-national governance policy, increasing capacity development at provincial, regional and municipal levels, and ensuring delivery of effective governance structures and resources are anticipated to be main concerns. This cluster will operate in addition to the *de-facto* cluster in the area of National Security.

To ensure alignment and coordination between the sectors, the Minister of Finance will play an active role in each team. In this coordinating role the Minister of Finance will have responsibility for the national view, ensuring that development occurs in a manner that will lead to economic development across the nation. The Minister of Finance will regularly convene and chair cluster coordinator meetings to ensure alignment between the clusters. The Minister of Finance can also ensure that the GoIRA's new civilian technical assistance plan is incorporated into the planning for the three clusters.

The overarching goal of the cluster leaders is to ensure a unified vision for reconstruction and development, ensuring that individual ministers prioritise economic growth and development as primary ANDS goals in the medium term – and that the necessary and relevant synergies between programs will be created to achieve this objective. To achieve this cluster leaders will:

- Lead their cluster through an initial prioritization exercise to identify a mid-term vision, gaps to achieving this vision, and the programs required to address these gaps.
- Convene cluster meetings with agreed forward agenda on a regular basis to improve inter-ministerial coordination.
- Participate in required cluster coordinator meetings that will ensure alignment between cluster strategies.
- Represent the cluster at the JCMB, and at other required donor meetings.
- Coordinate reporting by the cluster ministries and present these results on an as needed basis.

To ensure that the priorities have the desired effect of reducing non-strategic investment in Afghanistan, donors are also urged to work with the clusters, with the support and assistance of the cluster coordinators, for all development projects undertaken in the relevant sector. The GoIRA further asks that donors re-allocate existing aid, whether through core or external budget, to support these priorities.

B. Establish Clear Priorities within these Clusters

The Afghan National Development Strategy (ANDS) provides the direction and the foundation for development activities in Afghanistan from 2008 to 2013. In July 2009, the GoIRA reviewed its first year of implementation. It found that progress was impeded by a lack of strong leadership and the absence of clearly defined priorities that allowed government and donors alike to act in a non-strategic and uncoordinated manner. To this end, the GoIRA will prioritize investment in three inter-related sectors while working to achieve economic growth and create employment.

Agriculture and Rural Development Cluster

Over 80% of the population of Afghanistan lives in rural communities. Food insecurity is high and the cycle of poverty has prevented meaningful change in the lives of people beyond the reach of government. Here lies the roots of insurgency, and production of poppy. Popular support for the Government depends on improving people's livelihoods, while better regional services will increase the legitimacy of government, so essential to Afghanistan's long-term stability. The GoIRA will build **prosperous rural communities** through focus on:

- ***Water and Irrigation:*** lack of access to water and under-utilization of water resources are a significant problem in Afghanistan. Improved coordination and substantial growth of irrigation programs with stronger oversight are essential.
- ***Access to Rural Credit:*** The current system of informal credit, while providing benefit to some farmers, has subjected others to indebtedness and reinforced the cultivation of illicit crops.
- ***Applied Research and Technology Transfer Services for Farmers and Kuchis:*** Improved technology will help increase production and returns from cash enterprises, increase wheat productivity and improve food security.
- ***Access to Rural Energy:*** Fuel wood accounts for an estimated 75% of rural energy supplies. With a dispersed rural population, access to non-grid power and renewable energy will be scaled-up.

Human Resource Development Cluster

Providing primary education has been one area of success for the Afghan Government, and remains a core commitment. More than seven million children are now attending school. However, the challenge posed by this wave of young graduates is monumental. Upon graduation these students will need to be absorbed by the labour market to support the reconstruction and reduce Afghanistan's dependence on imported expertise. The GoIRA will **prepare Afghans for the labour market** through focus on:

- ***Increase the number and quality of university graduates:*** Afghanistan also requires the kind of leadership that is produced in post-secondary institutions. Government and the International Community aim to double the available number of seats in its universities, colleges and technical training institutes and diminish the gender disparity.
- ***Bridge the Gap between Graduation and Recruitment:*** The Institutes of Human Resource Development will be established to prepare thousands of graduates, who will be otherwise unemployed, for the labor market through additional training.
- ***Increase the number and quality of vocational education graduates:*** In his inauguration address, President Karzai committed to providing the Afghan youth "with vocational training based on the reconstruction needs in Afghanistan". This means technical education opportunities need to be expanded throughout the country to meet the needs

of increasing secondary populations, and to produce skilled technicians for the major economic sectors in Afghanistan.

- *Utilize public-private partnerships in the provision of training:* International organizations, private companies and NGOs with established and modern skills training programs, for both men and women, could be funded to establish training centers around Afghanistan to have a short-term impact on the labor market.

Infrastructure and Economic Development Cluster

Thirty years of war has crippled Afghanistan's infrastructure. Substantial progress has been made in a few key areas, such as bringing electricity to Kabul and the completion of the Afghan ring-road. However, a comprehensive approach that takes into account the location of Afghanistan's rich natural resources and the potential markets for these resources has been lacking. This is essential to the growth of the commercial sector, including the mining sector that will provide the tax base Afghans need to fund basic services. The GoIRA will **develop a business climate that enables private investment** through focus on:

- *Increase access to energy:* In the World Bank's, 2009 Investment Climate Assessment, electricity was cited as one of the top obstacles to business. More large scale investment is needed alongside improved Afghan regulatory capacity.
- *Create a modern transportation backbone:* Connecting suppliers to their customers is essential for growth. Both the agriculture and minerals sectors would benefit from improved infrastructure, including railways.
- *Facilitate growth of business and trade:* The Government will work towards improving the enabling environment for increased private sector investment in all sectors through business license reform and the creation of an appropriate legal/regulatory framework that will support growth of small and medium sized enterprises. Government will establish trade corridors and conclude the international agreements necessary for their success.
- *Prepare Afghanistan for large scale investment in the extractive industries:* Afghanistan has substantial deposits of copper, iron, natural gas and precious stones. Government will put in place the policies, processes and capacity to manage the award and regulation of mineral contracts. This will include the implementation of the Extractive Industries Transparency Initiative (EITI).

Using clearly defined criteria¹ as a guide for making decisions and allocating resources, the clusters above will develop a targeted vision and strategy for each cluster, with key deliverables

¹ Within each cluster, the responsible Minister will develop a clear, prioritized agenda aimed at addressing the key development challenges using the following criteria: it will contribute significantly to the creation of large numbers of new jobs in the private sector, both directly and indirectly; it will have broad geographic impacts, reaching all parts of the country; it will take advantage of projects underway in the other clusters; and it will attract additional investment that will lead to further sustainable economic growth and development.

for the next 12-18 months. This work will include an analysis on the programs that currently exist with possible recommendations for consolidation or elimination, and a plan for new bankable programs that need to be designed to fill any gaps. The results will be compiled by the Minister of Finance and will be presented to donors in the Kabul Conference in the spring 2010.

C. Increase Capacity Development in Priority Areas

The Government is facing challenges on effective implementation of the allocated development budget. This not only slows down implementation of priorities, but also decreases donor willingness to spend their resources through the Government budget. The Government has undertaken a project to identify and address key bottlenecks in budget execution. Its key findings support the widely held view that a lack of qualified staff in critical areas in the design, delivery and support of programming is the primary cause of poor budget execution. To improve budget execution the Government will provide technical assistance for the purpose of capacity development for support to priority programs and support services at both the national and sub-national level. Areas in need of support include program design and budgeting, procurement planning and implementation, financial allocation and control and audit. In addition, attention to further strengthening Government monitoring, evaluation and data collection capacity will enable future improvements in policy development.

To provide this support the GoIRA will utilize the Civilian Technical Assistance Plan (CTAP). The CTAP was launched in 2009 with a mandate to coordinate and deliver technical assistance that would be Afghan owned, demand driven, focused on capacity development and accountable for effective results – and that would help deliver Afghan priorities. To ensure that the Ministers charged with leading the development clusters are able to address urgent capacity needs in implementing the ANDS priorities, a new Deputy Minister tasked with leading the ANDS Secretariat and CTAP will be appointed in the Ministry of Finance. Accordingly, the CTAP program will respond to this demand, and will work to provide capable regional advisors to support Ministries to build their capacity to design and execute the development budget. In this task the CTAP program will work closely with the Civil Service Commission and has begun to establish clear coordination mechanisms and working relationships with both the World Bank funded Management Capacity Program and the UNDP National Institution Building Plan. The CTAP implementation plan will be submitted to donors before the Kabul conference and the program will support the plans and priorities of the clusters.

D. Commit to Broad Structural Reform

The work of these clusters is also underpinned and supported by Government's commitment to broad structural economic reform. The Ministry of Finance will further strengthen the transparency and robustness of its public financial management systems, increase domestic revenues, reduce the debt burden and other drains on its treasury, and remove distortions on

the functioning of the private sector. Only by ensuring that its economy functions most efficiently, generating sustainable income and eliminating non-productive costs, can Afghanistan domestic revenue increase enough to cover its own operational costs. This work is supported by the IMF Poverty Reduction and Growth Facility (PRGF) program that is currently expected to be extended to June 2010. To continue with its coherent reform framework; Government is committed to start discussions on appropriate and suitable conditions for a new IMF program, led by the GoIRA, under the auspices of the Kabul Conference in the spring 2010.

Government Commitments

In summary, Government is proposing to:

- Use the ANDS cluster strategy to prioritize and sequence development objectives to drive economic growth and employment, to contribute to the ANDS mid-term review in 2010. This will include developing a vision for the key sectoral clusters, with clear results and delivery plans by the Kabul Conference in spring 2010.
- Identify sectoral gaps and the need for new national programs – starting with the ANDS clusters of infrastructure, human development and agriculture by the Kabul Conference in spring 2010. Key existing programs and projects will also be assessed for their effectiveness and impact, and any potential for room to absorb additional investment.
- Set in place the necessary policies, capacity and regulatory framework to ensure a more competitive and transparent natural resources sector, including effectively implement the Extractive Industries Transparency Initiative (EITI).
- Improve capacity to effectively utilize budgeted resources. Government is committed to addressing the issues in the budget execution, and taking further steps to strengthen its public finance management systems (including procurement, internal and independent audits). It will prepare a detailed action plan on improving budget execution capacity by the Kabul Conference, as well as set its specific reform commitments on public finance management.
- Deploy up to 80 regional capacity development advisors through the CTAP program to improve Government capacity to design, implement and support development programming by January 2011.
- Reach Heavily Indebted Poor Countries (HIPC) completion point and receive final debt relief of over 1bn USD by February 2010, demonstrating Government's strong commitment to social and economic reform.
- Start discussions on suitable conditions for a possible new IMF program during the Kabul Conference in spring 2010, to begin by June 2010. In particular, Government will develop specific targets for the Kabul Conference to increase its domestic revenue collection and reform its State-Owned Enterprises on a path towards Government fiscal sustainability.

- Enable donors to increase their aid through the Government systems, in line with the previous donor commitments in Accra in 2008 (50% of aid through recipient Government systems by 2011). In addition to improving budget execution and increasing domestic revenue, Government will set specific commitments and targets to strengthen the robustness and transparency of public financial management systems.

Donor Commitments

The improvements that these initiatives are designed to bring cannot be achieved unless the government is given the necessary support and resources from the international community. To ensure the successful implementation of this plan the government requests donor assistance to:

- *Endorse the priorities of the Afghan Government and provide them with financial support.* Donors are also asked to work through the cluster coordinators to achieve improved coordination. Priorities are only effective when they win timely financial support. This requires government and donors alike to shift support to priority areas, transferring funds from development of initiatives that are not aligned with government priorities.
- *Collaborate with Afghan Ministries in the creation of new development programs.* All successful national programs such as the NSP in Afghanistan have been developed with donor assistance. The programs designed are better able to withstand the scrutiny of funders, and the ensuing communication increases awareness in embassies and national capitals alike. Taken together these will result in an increase in the number of bankable programs essential to Afghan reconstruction. Donors, including the ADB and WB on the infrastructure sector, are requested to provide experienced staff, with strong knowledge of their Afghan development portfolio, to facilitate and support the prioritization of the ANDS and the design of new programming by the development clusters for the Kabul Conference in spring 2010.
- *Within 2 years, aim to increase the proportion of aid that is spent through the government budget.* With appropriate and transparent financial controls, aid delivered through the Afghan budget is the most effective means of building capacity and serving the Afghan people. After years of technical assistance and positive donor assessments and with the further reforms planned on public finance management and budget execution, the Ministry of Finance believes it will gradually be more able to execute resources through its budget. This is a key part of the process of Government functioning more independently and making the necessary tradeoffs in our budgetary decisions. In close consultation, donors and government should agree on a specific target for increasing aid through the Government budget at the Kabul Conference, in line with Government's commitments on budget execution and public financial management reforms. The government proposes a target of 50% of aid through the Government system in two years (specific targets for each donor negotiated separately)

in parallel with specific Government confidence building actions as discussed in the Aid Effectiveness Paper.

- ***Commit to increasing Afghan capacity***, through continued and expanded support to the Civilian Technical Assistance Program through the increased use of Afghan suppliers in the reconstruction and development process, and through a deliberate effort to limit the recruitment of government employees to donor funded projects (as discussed in the Aid Effectiveness paper).
- ***International organizations such as the World Bank, Asian Development Bank and the IMF to increase their financial and technical commitment to Afghanistan***. For example, the Asian Development Bank and the World Bank should commit to ensuring that the financial and technical contributions to Afghanistan will not decline due to their post-conflict phase out policies. IMF should also commit to further strengthen its in-country engagement to ensure robustness and credibility of a possible new IMF program. Donor reform programs must also align more focused and outcome-based benchmarks that will enable the government to focus on the areas of highest and impact.

Further Government commitments and requests for donors related to improving aid effectiveness are set out in the Government paper for aid effectiveness for the London Conference. More detailed commitments and requests, with specific targets and timelines, will be prepared for the Conference in Kabul in spring 2010.

REGIONAL COOPERATION

Background

Afghanistan attaches special importance to effective regional cooperation. Our region is plagued with numerous challenges, including the menaces of terrorism, extremism, militancy, narcotics production and trafficking and organized crime. The affects of these ills are not limited to Afghanistan and the region; rather they pose a danger to global security. It's now a fact that stabilization of Afghanistan and the region can only be achieved with effective collaboration and cooperation at the regional level. Countries of our region are interlinked in a complex and inter-related security challenge. They are not only bound by a common history, culture and geography but also face a common threat in the evil of terrorism and have a shared stake in defeating the forces of destabilization.

In the interest of a stable and prosperous region and in the spirit of Kabul Declaration on Good-Neighborly Relations of 24 December (2002), Afghanistan has taken important steps for collaboration with its regional partners. These contacts continue on a bilateral, tri-lateral and quad-lateral basis. In this regard, we welcome the progress of the Afghanistan-Pakistan-Turkey Summit (5 December 2008), Afghanistan-Pakistan-Iran Foreign Ministers Meeting (27 April 2009), Afghanistan-Pakistan-Iran Summit (24 May 2009), Afghanistan-Pakistan-Tajikistan Summit (29 July 2009), Afghanistan-Pakistan-Tajikistan-Russian Federation Summit (30 July 2009), as well as the Afghanistan-Pakistan-and Iran Trilateral Meeting of 16 January 2010, Third Afghanistan-Pakistan-Turkey Summit (25 January 2010) and the Regional Summit Meeting of Afghanistan and Neighbors, Istanbul, 26 January 2019

Enhancing Security and Combating Terrorism and Illicit Drug Industry

The main challenges facing the region, such as terrorism, narcotics production and trafficking and organized crime, are inter-related and have a spill-over effect, posing a threat to the stability of regional countries. As such, all regional countries are negatively affected in one way or another. Afghanistan is of the conviction that effective border management is vital for peace and stability in the region, and hopes this issue will be given due consideration at the London Conference.

Moreover, there is now broad consensus that resolving the security dilemma in the region will not be achieved without sincere, honest and effective cooperation. In this regard, the continued presence of terrorist sanctuaries and support-bases pose a serious challenge to regional security and unless these support centers are eliminated, the current situation will remain the same.

In the broader regional context, to overcome the common challenges plaguing the region, the upcoming international gathering should focus on strengthening joint efforts between Afghanistan and its neighbors and other countries in the region across various fields. These include:

- Greater intelligence-sharing on terrorist threats;
- Joint efforts /cooperation in the fight against terrorism and other illegal activities;
- Strengthening of relevant law enforcement agencies, including training of personnel of anti-drug agencies; and
- Effective mechanism to curtail trafficking of narcotic drugs.

In this regard, Afghanistan highlights the urgent need to expedite the recruitment and training of Afghan security forces, including border and customs police, so that it's able to render a more effective role in preventing infiltration into Afghan territory of illegal activities. We hope this issue will receive the focus it deserves at the London Conference.

With regard to the challenge of narcotics, which remains an existential threat to the stability in Afghanistan and the region, Afghanistan has undertaken a series of measures at the national, regional and international level for addressing this scourge. As a result, today we are witness to important progress. In comparison to last year, poppy cultivation has decreased by 19% while the number of provinces free of poppy has reached twenty out of thirty-four. Afghanistan is fully committed to increase the number of poppy-free provinces by end of next year.

Afghanistan looks to the international conference to strengthen existing regional efforts to build on our counter-narcotics progress. We need to strengthen our efforts in counter narcotics within the framework of Paris Pact and in the light of Rainbow Strategy. We hope to defeat narcotics through joint action, and in accordance with the principle of shared responsibility, including a greater role by transit countries to prevent trafficking of chemical precursors and consuming countries to reduce demand.

It's imperative that regional organizations such as the North Atlantic Treaty Organization (NATO), European Union (EU), Shanghai Cooperation Organization (SCO), and Organization for Security and Cooperation in Europe (OSCE) integrate their efforts in relevant areas of cooperation, including border management, counter-narcotics efforts or training of Afghan security forces.

For its part, Afghanistan has always been sincere and serious in its collaboration with the government of Pakistan for addressing common threats and challenges. We welcome the joint achievements made thus far in relevant areas, and will continue efforts towards sustainable progress. We also look forward to the forth-coming peace-Jirga to further confidence-building and cooperation between the democratic forces, as well as civil societies of both countries.

Labor Migration & Reintegration of Afghan Refugees and IDP's

Many of issues concerning labor migration could be solved through regional cooperation. The issue is particularly important for Afghanistan as large numbers of Afghans are working in the neighboring countries and remittances from abroad are an important source of revenue. In the past, labor migration between Afghanistan and neighbors remained unregulated. With the improved capacities, the GoIRA has made attempts to regulate the flow of import and export of labor. We would urge countries in the region to be more receptive to Afghan work force.

The return and reintegration of Afghan refugees is another issue to which the Afghanistan is fully committed. Since 2001 more than 5 million Afghan refugees have returned home, mainly from the Islamic Republics of Pakistan and Iran. Despite our successes, many challenges remain. Compared to previous years, the pace of repatriation has decreased significantly owing to factors such as terrorism, poverty and a difficult humanitarian situation. For its part Afghanistan is fully committed to implement the 7th Pillar of its national development strategy, concerning refugees, returnees and internally displaced persons (IDP'S). As the center-piece of our efforts, we will strive to increase our absorption capacity to better plan and manage sustainable reintegration. We also have prioritized a) strengthening capacity in relevant Ministries dealing with repatriation, b) enhanced inter-Ministerial coordination and c) mobilizing additional resources.

Successful repatriation of Afghan refugees also requires international support and efforts focusing on the following:

- Creating a conducive environment for social and economic well-being of refugees by ensuring basic needs such as land, water, electricity, shelter, health-care and general education;
- Ensuring returnees and IDP's with job opportunities and adequate livelihoods so that they become self-sufficient. Failure to do so will risk another phase of displacement;
- Ensuring that the return and repatriation process take place in accordance with the principles of voluntarism and gradualism.

Regional Economic Cooperation

Regional economic cooperation can play an important role in expanding growth and development opportunities. It also contributes to strengthening peace, security and stability through increased confidence building between nations and governments. One such example of this assessment is the formation of the European Union whose founding was based on economic cooperation.

In Asia, regional organizations such as Association of Southeast Asian Nations (ASEAN), South Asian Association for Regional Cooperation (SAARC), Economic Cooperation Organization

(ECO), Gulf Cooperation Council (GCC), Shanghai Cooperation Organization (SCO); programs such as the Central Asia Regional Economic Cooperation (CAREC), United Nations Special Program for the Economies of Central Asia (SPECA), the Greater Mekong Sub-Region Economic Cooperation Program, and other institutions can be platforms for enhancing regional cooperation, confidence-building and strengthening peace and security. While some of these organizations have made progress towards confidence building and resolving political differences, others have lagged behind and have been unable to maximize available opportunities.

Afghanistan is committed to multilateral trade negotiations and pursuing its membership in the World Trade Organization (WTO). It also attaches high importance to regional economic cooperation, and has designated it among priorities of its development agenda. Afghanistan is member of the ECO and SAARC and also participating in the activities of SCO, CAREC and SPECA. To avoid duplication, it would be useful if activities of some of these regional organizations are coordinated. We would be happy to cooperate with these organizations to work for a coordinated plan of their engagement in Afghanistan within the framework of Afghanistan National Development Strategy (ANDS), as well as our foreign policy.

Afghanistan's strategic vision is to restore its historic role as a land-bridge between South Asia, Central Asia, the Middle East and East Asia and through increased trade and transit of goods, services and peoples. To implement our goals, we will require additional measures by regional partners for greater collaboration, and the support of the international community.

Achievements and Expectations

Afghanistan has undertaken numerous steps at the national and international level to enhance cooperation with regional partners. Apart from joining regional organizations and programs, the GoIRA also initiated Regional Economic Cooperation Conference on Afghanistan (RECCA), as an Afghanistan centered regional framework in 2005. The RECCA meetings in Kabul (2005), New Delhi (2006) and Islamabad (2009) have already identified many areas of regional cooperation and mechanisms for its realization. The next meeting of the RECCA is scheduled to take place in Turkey in May/June 2010. We hope that the Istanbul meeting will keep up the dynamism and produce tangible results. Afghanistan has also signed numerous important trade and transit agreements with neighboring and other countries. Last month Afghanistan and Pakistan concluded the fifth round of talks on the Afghanistan Pakistan Trade and Transit Agreement (APTTA). The signing and implementation of this agreement will facilitate smooth trade and transit between and through both countries and strengthen regional integration. We will make best use of the Dubai Process, facilitated by Canada, and G8 initiatives as reinforcing factors for enhancing bilateral cooperation with Pakistan. Below are some of Afghanistan's achievements in the framework of regional cooperation:

- North East Power System (NEPS) has become operational with electricity coming from Uzbekistan and work is ongoing on transmission line from Tajikistan.
- Importing power from the Islamic Republic of Iran;
- Concluding an Agreement with the Islamic Republic of Pakistani for construction of a road parallel to Jalalabad-Turkham road;
- Construction of several bridges over Amu Darya (Oxus River) connecting Afghanistan with Tajikistan for smooth flow of goods and peoples, as well as reopening of the bridge with Uzbekistan;
- Improvement in border infrastructure has resulted in greater movement of peoples and goods;
- Feasibility study of a railway line connecting Uzbekistan and Mazar-e-Sharif; through Hairatan is completed with the ADB support and the construction started last week;
- Several thousands Kilometers of new roads have been built and thousands of Kilometers of existing roads have been repaired, with the help of International Financial Institutions and donor countries.
- Major portion of Sangan Herat railway line is complete; funding for the last phase is awaited;
- Feasibility study of a railway from Sherkahan Bander to Herat through Mazar-e-Sharif has began as part of CAREC's Transport and Trade Facilitation Strategy;
- Feasibility study and design of a railway line from Chaman to Kandahar is completed and funding for the construction of the project is needed;
- The feasibility study of the railway from Heart to Delaram and Zaranj has been discussed and deliberated in the frame work of ECO. The European Commission agreed during the 3rd RECCA to conduct a pre-feasibility study of this line and remaining railway lines in Afghanistan.
- Singing of an Agreement with the China Metallurgical Construction Corporation (MCC) to invest \$2.8 billion dollars in a copper mine in Afghanistan;
- Signing of 51 bilateral, trilateral and multilateral trade and transit agreements with regional countries;
- Enactment and revision of 10 new laws for enhanced private sector investment, including a new Customs Law. Further, some 27 Customs procedures have been simplified for trade facilitation;
- Implementation of Automated System for Customs Data (ASYCUDA) and transit module in all border customs, including Kabul Airport;
- Construction of new custom buildings to help better revenue collection and facilitate smooth flow of goods and peoples;
- Construction of over 3363 km of roads, including national highways and ring roads, which has reduced the transit time within and through Afghanistan;

- Creation of a Center for Regional Cooperation (CRC) within the Ministry of Foreign Affairs. The CRC would coordinate regional cooperation activities of different line ministries and would look for new regional initiatives. It would also work as RECCA Secretariat and be responsible for organizing training program for government officials dealing with regional cooperation issues.

Despite progress achieved, challenges remain in the implementation of other key projects, including:

- CASA 1000, which will transfer electric energy from Tajikistan and Kyrgyz Republic to Pakistan through Afghanistan;
- Turkmenistan- Afghanistan- Pakistan- India (TAPI), which will transport millions cubic meters of natural gas from Turkmenistan to Pakistan and India via Afghanistan;
- Transfer of electricity from Tajikistan to the Islamic Republic of Iran;
- Feasibility studies for construction of a railway connecting Tajikistan to Iran through Afghanistan; and the gas pipeline from Turkmenistan to Tajikistan through Afghanistan have yet to begin;
- The lower Kokcha and Shahtoot dams' feasibility and design have been completed. The implementation of both projects is pending for funding.

Afghanistan calls for the speedy implementation of these projects, which will provide income and improve service delivery to millions of peoples of the region. This will only be achieved if regional partners show political will, and international community remains engaged and provides sufficient support.

Further, intra-trade and transit and investing in the region are important dimensions of regional cooperation which should be strengthened. In the case of our region, it is, according to the Asia Development Bank, the least integrated in Asia.

High tariffs, Para-tariffs and non-tariffs impede regional trade and cooperation and should be addressed, expeditiously, for promotion of regional integration. We call for international community to adopt economic policies in a manner which will be supportive of economies of countries in the region.

Addressing poverty and promoting social and economic development is one Afghanistan's main challenges. The link between security and development is evermore evident as each has a direct effect on the other. Accordingly, creating job opportunities can play an important role in improving overall security. The high number of unemployed Afghans is a serious challenge which has not been resolved. To overcome this problem, Afghanistan views labor migration as vital enabling unemployed Afghans an opportunity for employment in the labor force of regional countries, particularly GCC member countries.

It's also essential that we keep political differences from undermining implementation of useful regional programs and projects. In doing so, we will contribute to the well-being of the peoples of our region and beyond by reducing poverty and ensuring sustainable development and lasting peace and security.

Recommendations

- The APTTA should be signed before the up-coming Kabul Conference,
- Countries in the region, international financial institutions and donor countries; should agree on a clear time line to begin feasibility study of those projects that are at the concept level and implementation of those that their feasibility and design are completed - Prior to the Kabul Conference,
- Regional countries should agree to take into consideration and if possible integrate regional projects in their national projects,
- As a land-locked country, Afghanistan should be granted special preferential status by countries in the region and beyond,
- Unjust/disproportionate Para-tariff and non-tariffs as well as restrictive visa issuing procedures to businessmen should be removed within a year,
- Countries in the region and beyond begin investing in Afghanistan, and
- More focus should be given in support of infrastructure projects along with technical assistance projects.

GOVERNANCE, RULE OF LAW AND HUMAN RIGHTS

Background

Good governance is one of the key elements in achieving stability, security and development, and is inherent in maintaining rule of law, justice, respect for human rights, elimination of corrupt practices and impunity. Good governance is about institutionalizing the culture of transparency, representation, participation, effectiveness and accountability in administrative procedures and activities.

One of most important prerequisites in achieving good governance practices is the establishment of strong institutions and mechanisms to provide a suitable environment for it. Afghanistan has taken some major steps towards establishing such institutions and mechanisms in the past years. Through Afghanistan's National Solidarity Program communities have established frameworks through Community Development Councils (CDC's) in all 34 Provinces of Afghanistan. The creation of the Independent Directorate of Local Governance (IDLG), the Independent Administrative Reform and Civil Service Commission (IARCSC) and Civil Service Institute, and the High Office of Oversight (HOO) are significant milestones in government efforts in this area.

GoIRA renews its commitment to improve governance by strengthening national level policies and institutions, developing a sub-national governance policy, and strengthening high level appointment mechanisms. The Government will take decisive action in developing public service reform, will form and implement the national training policy, and will develop a policy to align and, where appropriate, integrate the informal and formal justice sectors. We will set proper mechanisms and initiatives to provide support for the implementation of the Action Plan for Women and will ultimately strengthen the role of civil society providing adequate resources and support for the Afghanistan Independent Human Rights Commission (AIRDC) to promote, prevent and protect human rights of all citizens. The Government is committed to institutionalizing the enforcement of the law across the country.

This concept paper focuses on five areas of governance; national governance and policy coordination, civil service reform, sub-national governance, rule of law and human rights.

National Governance and Policy Coordination

Effective and coordinated national governance is essential for the development and implementation of national policies which will have direct impact on conditions of the lives of the Afghan people.

Challenges in coordination in the development and implementation of the national policies and programs continue to constrain the ability of GoIRA to fulfill its potential to govern effectively through both the executives and legislative branches of the government.

Since 2001-2002, the GoIRA has instituted significant national governance reforms including;

- Established the Independent Election Commission (IEC),
- Successfully administered national elections,
- Elected bodies have played increasingly a proactive role in overseeing the government activities and representing their constituents, and
- Progress has been made in strengthening of independent media and civil society organizations.

Beside the stated accomplishments, there are still significant challenges remaining. In recognition of this, GoIRA is committed to the following national governance reforms:

- Coordination of national policy development, including through the institutional development of the Office of Administrative Affairs (OAA),
- Strengthening of the capacity and independence of the Independent Electoral Commission to effectively administer elections and build confidence in the electoral process,
- To work towards establishment of all constitutionally mandated elected bodies, and
- To provide more capacity building assistance to the National Assembly to effectively fulfill its Constitutionally mandated roles.

Civil Service Reform

It is an established fact that the legitimacy of the state to a large extent depends on the effective performance of the institutions at both the national and sub national level. A capable public administration is essential to establish a strong link between the centre and the provinces to deliver timely and quality public services.

Some of the key achievements of the IARCSC since 2003 are:

- Drafting and approval of civil servants laws and key regulations to provide legal ground for implementation of reform and new pay and grading system in public sector,
- Implementation of Priority Restructuring and Reform (PRR) process in almost 84% of ministries and agencies,
- Implementation of new pay and grading system in 15 ministries and agencies covering 30,000 civil servants and 43,000 teachers' positions,
- Establishment of Civil Service Institute and provincial training centers and training of more than 17,000 civil servants in basic management, computer and English literacy, and
- Recruitment of over 30,000 civil servants through merit-based appointment including 3,000 in senior positions.

However, we recognize the continuing challenges in public sector reform and the need for better coordination and momentum. To address these, the GoIRA will elevate the head of AIRCSC to a non-voting position in the Cabinet and establish a Cabinet Committee on Civil Service Reform which will:

- Revise the Civil Service Code in line with International Standards,
- Continue implementation of new pay and grading system,
- Establish an independent merit-based civil service appointment and vetting process, and
- Given the urgency and significance of the mandate of IARCSC, we contemplate to strategically segregate two components, the Boards of Appointment and Appeals under the current organization structure within 12 - 18 months period. This would expedite the process of administrative reform implementation in a more effective fashion upholding the transparency and accountability as prioritized by the ANDS.

Sub-National Governance

Sub National Governance is a critical part of GoIRA's objectives to tackle insecurity and bring stability and development at the local level.

The Government is committed to enhancing the profile of the National Solidarity Program at the village level, building upon and utilizing CDCs to support sub-national governance. Government will also design a national program directed toward the district, municipal and provincial levels of government. Simultaneously, the GoIRA will design a series of National Programs across core functions of the state and to improve governance and delivery of services at the province and district level.

In addition, the GoIRA will renew its efforts to improve local governance by:

- Drafting the Sub National Governance Policy,
- Strengthening of provincial councils roles for better representation in provincial level,
- Orientating new elected bodies as they begin to be established, and
- Restructuring of the provincial governors offices and initiating capacity building process for their employees.

The approval of the Sub National Governance Policy will enable GoIRA to move forward with further reforms including:

- Clarification of the roles, responsibilities and authorities of all actors at sub-national level,
- Drafting of at least seven new laws and amendment to eleven existing laws,
- Defining of criteria for administrative boundaries,

- Implementation of priority programs such as the existing NSP and NABDP and the proposed District Delivery Programs (DDP), Afghanistan Stabilization Program (ASP), Performance Based Governor's Fund Program (PBGF), Afghanistan Sub-National Governance Program (ASGP), Afghanistan Social Outreach Program (ASOP) and Municipal Governance Support Program (MGSP) targeting 153 municipalities around the country,
- Through District Delivery Program (DDP), IDLG and Line Ministries will initially focus on 80 districts, with incentive packages, to establish or improve the visibility of the government at the district level and will ensure that the basic level of services and good governance is available directly to communities, and
- Also, in the coming years the government will establish elected village, district and municipality councils, and conduct mayoral elections, which will expand participatory governance at all levels.

The GoIRA is committed to establish a single appointment mechanism for appointing ministers, deputy ministers, and set criteria for the appointment of governors and senior civil servants who are competent and dedicated to peace and development.

Rule of Law

GoIRA aims to make transparent, fair and accessible the provision of justice to all Afghans. The challenges impeding rule of law in Afghanistan include stabilization of security, the need to build capacity and human resources and its infrastructure, and the requirement of adequate funding.

To address these challenges, the GoIRA and International Community identified specific goals in the NJSS and these were included within the NJP. These have achieved;

- Improved coordination and integration of justice systems,
- A new nation-wide case management system, and
- Improved trainings for employees in the judicial sector.

Recognizing the considerable challenges, GoIRA will continue to implement the NJP in order to advance justice sector reform and improve confidence in the justice sector through;

- Adopting and implement the policy on the Relations between the Formal Justice System and Dispute Resolution Council which officially recognizes this role and aims to improve the compliance of dispute resolution councils with Sharia, the constitution, other Afghan laws and international human rights standards, including protecting the rights of vulnerable groups such as women and children. The Ministry of Justice will lead the efforts to finalize and implement this policy,
- Extending the reach of the formal legal system by deploying the judges and prosecutors and other legal professionals to the local level starting with 80 priority districts,

- Introducing a system of legal aid for those who cannot afford the cost of legal representation in criminal prosecutions;
- Strengthening of the Afghan Independent Bar Association,
- Reviewing and revising the legal framework required under the constitution, including civil, criminal and commercial law, and their distribution to all judicial and legislative institutions and make them available to the public, and
- Making fully operational the functioning institutions of justice in each province of Afghanistan. Implementation of a full review of policies related to the Rule of Law.

To ensure rule of law, the independence of justice institutions and absence of violation of human rights and to sustain overall good governance and stability, the constitution and laws of Afghanistan, with no discrimination, should be applied to all who reside in Afghanistan. No one would have judicial impunity, and exemption from any form of taxes, unless there are international treaties to govern a particular case. As per the constitution and other relevant laws of Afghanistan, if any Afghan for any reason is arrested or put in detention by the International Forces, he should be handed over to Afghan Authority to be prosecuted through the Afghanistan justice institutions. To respect these laws, the Afghanistan government will have control of all detentions and prisons. Currently an MoU has been signed between the US and GoIRA in relation to the transfer of control and management of the Bagram Detention facility, which is considered a good start in this arena.

Human Rights

The GoIRA is making every effort to improve the human rights for all Afghan citizens. Human rights have been part and parcel of the mutually binding engagement between the GoIRA, its people and the International Community. Notable accomplishments include;

- Establishment of Afghanistan Independent Human Rights Commission (AIHRC),
- Minimum quotas for female representation in elected bodies including a 25% minimum representation for women in the National Assembly, and
- Signatory to key UN Human Rights treaties and conventions.

Looking forward, broad engagement across the multiple government agencies and civil society is required for the realization and achievement of the specific targets identified in the Afghanistan Compact (AC) Human Rights Benchmark, in addition to honoring the commitment to provide sufficient Government financing for the Afghanistan Independent Human Rights Commission (AIHRC). To ensure that justice and human rights become the natural obligation of the government and an expectation of the people, the following reform priorities will be implemented:

- AIHRC will monitor the effectiveness of measures aimed at the protection of human rights,
- The government will increase efforts to establish a Human Rights Unit in the Ministry of Justice. Its mission would be to audit and report on Government performance in relation

to the observation of human rights treaty obligations, and build reporting capacity to the United Nations Human Rights Council (UNHRC) on the implementation of the UN principles by GoIRA, and

- Accelerate implementation of National Action Plan for Women in Afghanistan (NAPWA).

Next Steps

The GoIRA in support of the International Community will develop measurable benchmarks and strategic plans in time for Kabul Conference to achieve the stated objectives.

Government Commitments

The GoIRA is committed to improving its service to the Afghan people through major efforts:

- To bring better coordination for policy development and implementation between government ministries/agencies,
- The approval of the sub-national governance policy and the establishment of supporting mechanisms for local governance,
- To pursue fair, transparent, and free elections on all levels outlined by the Constitution,
- To establish a Cabinet Committee under the supervision of the president to provide political support for the effective implementation of the Public Administration Reform,
- To build the necessary political and administrative frameworks needed to pursue an aggressive agenda of reform and capacity building,
- To ensure improved Human Rights situation for all Afghan citizen, and
- To implement the NJP and improve prisons' condition around the country.

Donor Commitments

To strengthen sub-national governance, the GoIRA requests that the International Community make certain commitments, many of which have been requested previously in the Paris Declaration, the Afghanistan Compact and other forums. It is worth noting the incongruence between the partnership with security forces and the partnership with civilian ministries focused on governance and development.

- The international community, including the PRT, DST and Donor Agencies, will avoid establishing parallel structures and will work through and reinforce GoIRA mechanisms,
- Support GoIRA activities and respect the constitution and the inherent values of the Afghan society,
- All projects or programs should have the approval of the GoIRA,

- Assistance in establishing and running the new accountability and high level prosecution bodies,
- Support Sub National Governance through the IDLG framework of priority programs (DDP, ASGP, ASP, MGSP, ASOP and PBGF) as well as the NSP,
- Where this does not conflict with international law, the international community respects the Afghanistan Constitution and other laws of Afghanistan and make sure that any searches and investigations of the residents and personal properties and detention of Afghan citizens will be made, as per the laws of Afghanistan, and prosecuted through the judicial system of the country, and
- Donors will provide adequate financial resources for the efforts articulated above for the foreseeable future given long-term cost implications, including to the government's operating budget.

ANTI-CORRUPTION STRATEGY

A Concept Note

Background

Rule of law is the glue that binds the citizens of a modern state in networks of mutual trust and a self-reinforcing set of rights and obligations. Corrupt practices- ranging from the abuse of public office for personal gain, to policy capture and unequal access to resources and opportunities- undermine the confidence of citizens as economic, political and social actors in a system. This forces them to seek protection in informal networks of patronage and protection. Corruption is the catalyst of a vicious circle of distrust, disruption and disorder; whereas the rule of law is the foundation of a virtual circle of justice, trust and order.

There is a consensus within both the Afghan government and society that the perception of pervasive corruption is a reputational risk to our nation and a threat to our interests as a state. Corrupt practices undermine the confidence of our people, our international partners and the world, in our will to govern, thereby depriving current and future Afghan generations of the opportunity to live in peace and dignity. To demonstrate a new resolve to tackle this problem, we have identified the drivers of corruption and are committed to overcoming them. The United Nations Convention Against Corruption (UNCAC), ratified by Parliament and promulgated into law by President Karzai, provide a clear roadmap and benchmarks for progress. A Presidential Commission, chaired by the Chief Justice and composed of members of the government and parliament, has provided the basis for a strategy of administrative reform and anti-corruption requiring coordinated action by the three branches of the government. President Karzai, as the head of state and leader of the executive branch, is determined to demonstrate political will through holistic and sustained action against corruption in the short and medium-term and to support a more transparent, more productive and more equal Afghan economy, polity, and society.

Drivers of Corruption

Corruption in our public institutions is the outcome of three decades of conflict, and is perpetuated by six key drivers which combine to produce illicit wealth: i) seizure of natural wealth; ii) subversion of public finance, particularly the customs and tariff regime; iii) smuggling; iv) forced appropriations of public land and other assets; v) contracting for delivery of goods and services; and most significantly vi) production, processing, and trafficking of narcotics. These six drivers lead to the pressure for both outright sale of office and its abuse as an instrument for the protection of illicit interest and criminal forces.

All six drivers entail collusion between international and national actors, a clear indication of the ugly slide of globalization. The United Nations Office of Drugs and Crime (UNODC), for instance, has found that during the last eight years, 1.8 million Afghan farmers have made \$6.3 billion from the production of opium and up to 2007, approximately 10-15,000 traders and

traffickers had earned \$18 billion.² International traffickers, in contrast, have made \$460-600 billion according to the UN's findings. Producers of precursor chemicals, without which opium cannot be processed into heroin, have been unable to put control regimes in place to prevent the huge influx of these chemicals. Smugglers have also had little difficulty bringing millions of tons of oil into Afghanistan and taking out thousands of tons of heroin and opium, timber, antiquities, precious stones and minerals. Despite international conventions against money laundering, we have a recent study that \$10 million a day has been leaving our country through the Kabul airport alone, without encountering any difficulty.³

International assistance has at times exacerbated these problems. Although there have been some valuable contributions, there is a consensus among Afghans that much technical assistance provided by the international community to date has been ineffective or wasteful and that UN agencies face significant challenges of accountability and transparency. Highlighting the role of international actors in producing bad governance is not to shift the blame but to emphasize the complexity of the challenge and to underline the need for forging a partnership around the values, goals and processes embodied in UNCAC. The Afghan Government fully understands its obligation to assume leadership against the threat posed by corruption. Given the national and international linkages in this vicious chain, we are requesting the international community to support our efforts, through reforms in aid governance, to create value chains for stability and prosperity in Afghanistan and security to the region and the world.

Approach and Principles

The Government is committed to a whole-of-government approach to fighting corruption. Jurisdictions, authorities, and accountabilities of all government organizations will be clarified. Processes, decision-rights, and roles of government personnel will be re-examined and simplified. Laws, decrees, and regulations will be re-examined for consistency with UNCAC and a prioritized legislative agenda will be prepared for submission to Parliament. Four key principles will guide the process of reform.

- First, the three branches of the government will join together in a systematic effort to create good governance and eliminate corruption. The President will direct the government, defined in the Constitution as the council of the ministers, to fulfill the legal obligation to serve the people and account for performance to the public and parliament. The government will work closely with Parliament on creating the legal foundation of a system of governance based on accountability and transparency. The Supreme Court will collaborate with the government to transform the judiciary into a trusted instrument for the delivery of justice and the ultimate national organ for upholding and enforcing the rule of law.

² Addiction, Crime and Insurgency: The Transnational Threat of Afghan Opium
UNODC, October 2009,
http://www.unodc.org/documents/afghanistan/Counter_Narcotics/Addiction_Crime_and_Insurgency_The_transnational_threat_of_Afghan_opium.pdf p.99 and Afghanistan's Drug Industry: Structure, Functioning, Dynamics and Implications for Counter-Narcotics Policy, UNODC and the World Bank, 2007 (figures to
http://www.unodc.org/documents/afghanistan/Afghanistans_Drug_Industry_UNODC_World_Bank.pdf p.204

³ As mentioned in Perry, T. "\$10 Million is Smuggled Out of Afghanistan Daily, Official Says", *Los Angeles Times*
<http://articles.latimes.com/2009/dec/07/world/la-fg-afghanistan-cash7-2009dec07>

- Second, success will be judged by progress in implementation. The government will, therefore, prepare an action plan, focused on achieving short and mid-term results, between the London and Kabul conferences. This action plan will include steps to develop long-term goals, outline mechanisms for results and identify tools for rolling out its annual anti-corruption plans until 2015.
- Third, the government will enlist the support of the private sector and civil society and develop mechanisms for channeling citizens' voices into monitoring and evaluation of performance.
- Fourth, international support will be enlisted to bolster Afghan efforts, especially through effort to put in place a clear and credible mechanism for monitoring and evaluation.

This approach and principles are elaborations of President Karzai's public commitment to fighting corruption expressed in his historical inaugural address of November 19, 2009. The Constitution and the law on anti-corruption, published in the official gazette on 8/5/1387, provide the legal foundation for the effort. The High Office of Oversight (HOO), granted independence and wide-ranging authority by the said law, will serve as the principal instrument for coordination of the anti-corruption efforts. The President has directed that HOO to inform the cabinet and the public on progress made and obstacles encountered once a month, and to brief the president on its investigations of potential corruption among high-ranking government officials.

A Legal Basis

Afghanistan's Constitution provides both principles and mechanisms for promotion of good governance and the fight against corruption. Article 50 states that: "to create a sound administration and implement reforms in the administrative system of the country, the state is compelled to adopt all the necessary measures". Elimination of corruption is assigned as one of the core functions of the government, defined as the council of ministers of the president (Article 75). Upholding the principle of central authority in a unitary state, the government can delegate decision-rights required for rapid development of cultural, economic and social affairs to sub-national administration, to ensure public participation (Article 137). The president can only sell or grant state properties within the framework of the law (Article 66).

Discovery of crime is the duty of the police and prosecution of crimes the duty of attorney general's office (Article 134). Investigation of crimes by the armed forces, the police and the secret service is to be governed by a special law. The assets of the president, vice-presidents, ministers, members of the Supreme Court, and the attorney general before and after their tenure must be registered, assessed, and published by an organ specified in law (Article 154). To avoid conflict of interest, these officials, members of parliament and judges can not engage in other activities during their terms of office (Article 152).

All government revenue is to be deposited in the single treasury account (Article 42). Afghan citizens have the right of access to information in government offices (Article 50) and are entitled to compensation from the government for damages and losses incurred by them

without due process (Article 51). The government is obliged to submit to parliament its final statement of accounts for the previous fiscal year within six months of its current fiscal year (Article 98). The categorical decisions of the courts are enforceable, except for death sentences requiring the approval of the president (Article 129).

Invoking Article 57 of the Constitution and UNCAC, the law against corruption assigns extensive authorities to the HOO to: devise measures to implement the strategy; monitor anti-corruption measures; evaluate effectiveness of measures to ensure transparency; create the enabling environment for good governance and a committed civil service; protect public assets and properties; and consolidate and expand the rule of law (Article 2).

Corruption is defined broadly enough to cover abuse of public office for private gain, policy capture and creation of a “crooked playing field” (Article 3). Granted status as a primary budget unit, the HOO is given the right to prepare its budget and to seek its approval as part of the national budget by the cabinet and parliament (Article 8). The HOO is independent both in its management, being directly accountable to the president, and in its operation, as no person or organization can obstruct its anti-corruption efforts (Articles 4,6). The scope of the operation of the office covers state and elected offices, independent commissions, banks transacting business with the state, and NGOs, international organizations, and private entities dealing with the state in the context of UNCAC (Article 7). The duties assigned to the office range from submission of proposals for revising the anti-corruption strategy to publishing the annual report of the activities of the office (Article 9). Procedures for coordination with the office of the Auditor General, Attorney General and the Supreme Court are spelled out. The HOO is not only charged with the implementation of Article 157 of the Constitution on the registration and assessment of assets but the scope is also broadened to include 3561 appointed and elected officials (Article 12). Offices of audit and control, police, attorney general, and courts must report on their activities against corruption to the HOO (Article 18).

Strengthening Legal Foundations

- The legal foundation for a whole of government strategy corruption is, therefore, largely in place. Four measures will be taken to further strengthen the legal foundations. First, the President will issue a Farman (a decree) to amend the law on anti-corruption. This Farman will include provisions for: 1) providing asset declarations by senior officials, for verification of the declarations and for sanctions for incomplete or false declarations; 2) granting enforcement powers to HOO through provision for other law enforcement institutions to report to it and the ability to compel action by these institutions and other government agencies; 3) detailed conflict of interest rules and ethics for public officials and sanctions for their violation; 4) definition of investigative powers of the HOO; 5) coordination of efforts between executive and judicial branches, chairing of anti-corruption organizations within the executive branch and secondment of experts from other departments to HOO; 6) seizure of assets obtained corrupt practices; 7) disclosure of information by banks, Hawla dealers and silent partners; 8) allowing living beyond

one's means as proof of corruption; and 9) establishing fines for corrupt practices and other provisions contained in UNCAC; 10) sanctions for members of government interfering in criminal cases; and (11) HOO reporting obligations to Parliament and the public. International experience has shown that mutual accountabilities are critical to providing a platform for sustained actions against corruption. The Government, therefore, is committed to creating the enabling political conditions for the anti-corruption bodies to be independent not only in law but in practice and to ensure that these organizations gain the trust of the civil society, the public and the Parliament by reporting regularly to them.

- Second, the President will issue a Hukum (executive order), in keeping with the whole of the government approach, which directs every primary budget entity and independent body to prepare an anti-corruption action plan, identifying three priorities for action in the first six months of the year, and specifying the support for implementation required from the President. HOO will consolidate these action plans into a single document with time-bound benchmarks, monitor their implementation, and report to the President and inform the public. The President will keep the parliament, the cabinet and the public informed on the progress made and measures adopted to remove obstacles. HOO, like all organs of the government, will respond to the inquiries of Parliament and be accountable to it. The decree and the presidential order will be issued by February 28, 2010.
- Third, the President will create a task force to review problems arising from overlapping of jurisdictions among departments of government and between them and the office of administrative affairs and clarify their respective authorities and responsibilities. The task force will complete its review and submit its recommendations as an input to the Kabul conference. Simultaneously, all government departments will be ordered to prepare rules of procedure and terms of reference for performance of their officials and the capacity of the officials on the basis of the civil service law.
- Fourth, the President will order that a decree laying down the procedures for prosecution of high level current and past officials accused of corruption be prepared to ensure due process and swift administration of justice. This decree will also provide a statutory basis for the Major Crimes Task Force. The Ministry of Justice has been instructed to prepare a priority legislative agenda for submission to Parliament for making Afghanistan's laws consistent with UNCAC. A priority during 1389 will be the passing of legislation on the Anti-Corruption Penal Code for the purpose of expanding provisions related to asset declaration. Simultaneously, the judiciary will be requested to assign priority to the trails of such individuals, groups and organizations.

Operational Pillars

Operationally, anti-corruption leadership will be strengthened, coordinated and aligned at the strategic, operational and tactical levels. The president will lead the effort at the strategic level, holding the cabinet and independent bodies of the executive branch accountable for results specified through benchmarks. At the operation level, the HOO, the Major Crimes Task Force, the Attorney General's Office and other special anti-corruption and crime bodies will coordinate their efforts through the HOO and report to the president and inform the public. The President, through the cabinet, will keep parliament and the public informed at regular three/six months intervals. At the tactical level, each government entity will be held responsible for specified results. All the anti-corruption institutions will develop outreach and public education programs.

The government's short-term focus is on the six pillars which correspond to the six key drivers of corruption as outlined above.

First, during 1389, world class governance for the natural wealth of the country will be created. Building on the principles of the Extractive Industries Transparency Initiative (EITI), the government will ensure that the development of natural resources benefit the current and future generations of Afghan citizens. As part of its commitment, the government will review the contracts that have been awarded without regard to due process, reveal the results of the review to the public, publish the existing contracts and make the process of award of any future contracts transparent to the public. The government will also work with extractive industries to develop and enforce world class standards on to the mitigation of adverse environmental and social impacts of extractive process.

Second, the government will launch a major effort to upgrade its public accountability system to create the financial basis of a sovereign state and to enable donors to channel minimally 50% of their assistance through government channels. A system of public accountability consists of the building blocks that provide for trust in the generation and expenditure of public revenue for the benefit of the citizens. During 1389, the government will address several drivers of corruption beginning with the import regime for construction material, food, fuel and medicine, through a review and policies to contain and eliminate corruption. The government will also: as part of its anti-narcotics effort, strengthen customs system to prevent the import of precursor chemicals, critical to heroin processing; develop a comprehensive inventory of sources of revenue generation and instruct all government revenue generating entities to submit a plan of action to enhance government revenue and eliminate corrupt practices in the process of collection; enter into intensive dialogue with the private sector and civil society to enlist their support and obtain their cooperation in bringing accountability and transparency to public finance; undertake a comprehensive review of its accounting, budgeting, and auditing practices and strive to adopt and enforce world class standards; and upgrade and fully computerize its inventory to ensure that public assets are properly accounted for.

Third, the government will address smuggling through building on the measures above and exploring the development of supply chains with neighbors near and far to reduce the

incentives for smuggling into the country while investing in the security institutions that can enforce the writ of the county across state territory.

Fourth, the government will address land as a driver of corruption through a multi-pronged approach. The government will establish a high-level board, composed of members of civil society and eminent citizens, to propose a series of steps to resolve the issue of usurped public and private lands. The government will instruct the Ministry of Justice to prepare draft legislation for grant and sale of public assets and properties. Drawing on best international practices, such as Japan's land adjustment methods and Turkey's success in developing private-public and community partnerships to create firm property rights, the government will launch a series of pilots to test the validity of these approaches in Afghanistan. The land registration program will be prioritized and expanded, and the government will develop a transparent policy for addressing the needs of the private sector in terms of access to land for the development of enterprises and jobs in agriculture, industry, and services.

Fifth, contracting will be reformed through high-level panel reviews of rules and procedures, and **sixth**, narcotics will be addressed through developing a sustainable agricultural sector and drawing on global agricultural best practice, both outlined further in the next section.

Poor governance at sub-national level has been a source of instability and support for insurgency. To regain the trust of the public, the Government will develop a reform program to improve the performance and accountability of the police and local officials. Mechanisms for hearing and acting on legitimate community grievances will be created and strengthened and sanctions against corrupt or criminal activities by officials at the sub-national level will be taken. Sustained action across these six pillars will create the required momentum to gain the confidence of the Afghan public and our international partners. As governance is a continuous process, the government will intensify its efforts across these sixth pillars as each key benchmark is met.

In addition, the business processes of the government, particularly in the areas of intense interaction between the government and citizens, will be reformed and simplified. Time bound targets will be developed to address procedures in the following six areas: i) passport; ii) driving license; iii) the selection and participation in the Hajj; iv) education admission and degree issuance procedures at Kabul University and other key high education institutions as well as recognition of foreign degrees; v) public procurement systems; vi) government permits, especially in the construction sector. Citizen report cards carried out in collaboration with responsible independent NGOs and other institutions will be used both before and after the reforms to provide a user perspective on the efficacy of changes. While the government is committed to delivering visible improvements in these areas, it will utilize the period up to the Kabul Conference to develop an expanded list for reforms. Afghanistan has over 11 million mobile phone subscribers, and over 2 million internet subscribers, and the fiber-optic network is fast expanding. The government will therefore also put in place mechanisms for promoting e-governance as part of its approach to the simplification of business processes.

The government will also address the issue of appointments to the top technical posts in the civil service and the security sector. The Independent Civil Service Commission and other bodies created for the reform of the civil service will be reviewed to ensure merit-based recruitment and promotion. By the Kabul conference, the government will develop a list of top positions, including the Head of HOO, to be appointed through a transparent process. Additionally, the HOO will have a time-bound plan for asset declaration, verification and publication prepared and ready for implementation by the Kabul Conference.

Mr. Abdul Salam Azimi, the Chief Justice, led a Presidential Commission, composed of members of Parliament and government, examining needed administrative reforms and anti-corruption. The Commission not only highlighted the need for transparent recruitment and promotion in the executive branch but also offered recommendations for dealing with corruption and bad governance in the judicial branch. We can, therefore, expect that the Supreme Court will display strong will and commitment in addressing the problems identified and the solutions developed by the Chief Justice.

Sustained action across these six pillars will create the required momentum to gain the confidence of the Afghan public and our international partners. As improvement of governance is a continuous process, the Government will intensify its efforts across these six pillars in subsequent years as well. Enabling the state to perform a series of core functions for the citizens across levels of governance from the nation to the community is the medium-term goal of the Government. National programs, whose effectiveness has been demonstrated from the national army to the national telecom, will be relied upon to deliver core services to Afghan citizens. The Government is committed to enhancing the profile of the National Solidarity Program at the village level and design a national program directed toward the district, municipal and provincial levels of government. Simultaneously, the Government will design a series of national programs across core functions of the state and to improve governance and delivery of services at the province and district level. Ministerial clusters will be a vital mechanism through which these programs will be designed and implemented. The short and medium-term actions should produce a transparency and concrete law enforcement and regulatory steps designed to stop the flight of capital, bring back repatriation of tens of billions of dollars of Afghan capital and make the country attractive for direct foreign investment.

Donor Commitments

The Afghan national interest demands political will and sustained action on corruption. The government's operational plan offers a framework for the formulation of benchmarks and assessment of progress in this regard, but the drivers of corruption cannot be addressed without concomitant resolve by our partners in the international community.

To transform international contracts into an instrument of good governance, the government is inviting the international community to form two blue-ribbon panels. The first panel should be assigned the task of reviewing the business processes and practices of the UN agencies and

international NGOs, and recommend reforms to make them comply with UNCAC standards. The second panel should review the contracting policies and practices of major donors and the Afghan Government, and recommend the development of common material standards, a construction code, procurement, project and program management, and accountability standards to which the majority of donors and the government can adhere. Such an approach will reduce transaction costs of Afghan contractors and provide a much needed framework for operation and maintenance. Recommendations on procurement and other areas governed by national laws or internationally agreed procedures constraint the use of national systems will have to take account of the constraints while making the case for use of a commonly agreed Afghan national system.

Governance in Afghanistan will change fundamentally when sufficient numbers of Afghans have the capability and the commitment to perform core functions in the state, economy and society. The government, therefore, also requests the international community to support an urgent program of human capital development inside the country to overcome the drivers of corruption. Given the lead role assigned to the HOO in the anti-corruption fight, the government is requesting that donors support the HOO in acquiring the capacity to become the leader in the anti-corruption field. The CTAP program where the Ministry of Finance is assuming the role of direct hiring of technical experts with funding provided to the ministry by the donors provides a good example of the type of support that could be provided to HOO and other anti-corruption organs of the state.

Overcoming the threat posed by narcotics as a driver of corruption requires a detailed analysis in its own right. While the government will take action on the security and rule of law components of its counter-narcotics strategy, it holds that without development in agriculture, the lives of our children and their children will not improve. We therefore request that the international community join us in harnessing the knowledge, networks and wisdom created by globalization and the lessons learned from the modernization of agriculture in Europe, North America and East and South Asia, to create a dynamic export-oriented agricultural sector. We not only need market access, particularly to Europe, but investment in the value chains and supply chains necessary to enable our farmers and entrepreneurs to connect to these markets.

Supporting the government's holistic anti-corruption strategy requires a novel mechanism for international support. The government, therefore, invites the international community to form an International Monitoring and Evaluation Mission (IMEM) composed of experts from the leading anti-corruption agencies of the world and world-class civil society experts, to offer it policy advice and monitor and evaluate progress against benchmarks. The IMEM will pay a visit to Afghanistan once every quarter and focus on the following issues: the definition of benchmarks and recommendations on what is needed to change public perceptions; the provision of advice on a range of options on what works and bringing in international best practice; judgments on the level of political will and commitment; assistance with training and mentoring; oversight and support on the introduction of citizen report cards; and reporting to the international community, Afghanistan's government institutions and the public on progress in the government's fight against corruption. The government will work with the international

community to agree upon terms of reference for the IMEM and the international community will offer a list of potential candidates for the body and mechanisms for support of its work.

Afghan vision, leadership, commitment and political will offer a new opportunity for partnership with the international community. Together, we can embark upon a series of efforts to bring good governance within the reach of the citizens of Afghanistan. The London Conference provides a forum to agree on the strategic concept and orientation of these efforts. The Kabul conference will be the occasion to agree on implementation mechanisms and benchmarks for measuring progress. Only through careful planning and action of this sort can the Afghan people trust their government and in turn live the prosperous and secure lives they richly deserve.

MORE EFFECTIVE AFGHAN AID

Government of Islamic Republic of Afghanistan is determined to strengthen Afghan ownership of its aid through working to align foreign assistance with its priorities, channeled through the Afghan core budget. This note describes some of the current key issues with aid ownership, briefly analyzes some of the underlying challenges, and suggests a way forward for both donors and Government.

Key Issues with Country Ownership

The critical role aid plays in the development, poverty reduction and economic growth of Afghanistan cannot be underestimated: the whole of Afghanistan's development budget, as well as about 35% of its operating expenditures, are currently financed by foreign assistance. In total, aid amounted to 43% of GDP in 2008.

For aid to be effective the critical issue is not only the amount of resources spent – but rather the sustainable impact aid achieves, which is substantially affected by the mode of its delivery. In Afghanistan, the challenge of effective development is rather unique: development is undermined by high levels of instability. Effective aid is critical to improving the capacity and legitimacy of the Government in effectively addressing the root causes of instability. Hence, GoIRA believes that aid can only meet its development objectives - ultimately supporting a move away from aid dependency - when aid is clearly Afghan led and owned.

There are four main issues affecting the ownership, and ultimately the impact, of aid to Afghanistan:

1. *Aid is invested in donor priorities.* Currently, aid allocation in Afghanistan is often prescriptive and driven by donor preferences rather than demand driven and clearly responsive to Afghan priorities. For example, the Afghan Government believes that key Afghan priorities such as infrastructure - critical for economic growth and employment creation – should in due course receive a larger part of external assistance, while some sectors receive funding beyond their current spending capacity.
2. *National ownership of the development process is limited.* A key part of the alignment problem is that about three quarters of foreign assistance is provided through donor programs in the external budget that bypasses the Afghan Government, and only 20% of aid is delivered through the Afghan Government systems. Of that 20%, a large portion is also earmarked by donors, with budget

- priorities in effect set by them. Indeed, Government's discretionary spending authority on its development budget in fact does not extend beyond 10%.
3. *Information about where aid goes and what it achieves is weak.* Although information on the aid budget and the predictability of its delivery is improving, significant concerns still remain over lack of reliable, complete, predictable and timely data from the donors for both aid going through the Afghan core budget and over donor programs in the external budget. Lack of reliable information means that proper coordination and expenditure planning between the Government and about 40-50 donors in Afghanistan is incredibly difficult. For example, only half of donor programs through the external budget are spent with the agreement of the Afghan Government. Forecasting and reporting on aid at the provincial level is weak and on security it is almost non-existent, a serious problem when security alone forms a substantial majority of the aid spent in Afghanistan every year.
 4. *Afghan capacity gaps are not effectively addressed.* A key to ultimately increasing Afghan ownership and moving away from aid dependency is to increase Afghan capacity, including in managing and delivering its own development priorities. However, although one quarter of aid is assigned to technical assistance, much of it has been donor driven and the impact is unsustainable. Further, a large percentage of aid to Afghanistan is tied, requiring the procurement of donor-country goods and services, which according to analysis by a respected international NGO, means that close to 40% of aid to Afghanistan flows back to donor countries, rather than making a significant contribution in building the economy, capacity and revenue base.

Analysis of the Underlying Issues and Way Forward

Aid needs to be aligned with national priorities

The Afghan National Development Strategy (ANDS) sets out comprehensive objectives for the Government's development policy for 2008-2013, and is due for a mid-term review this year. The ANDS is implemented through the Afghan budget, and is largely determined by the earmarked donor funds that do not clearly fit within ANDS budget priorities, undermining the delivery of its objectives. The Afghan Government therefore requests that donors cease to earmark financial support to the national development budget, allowing Afghans to determine their own spending priorities, in close consultation with donors.

The Government also believes that, as a matter of urgency, donor-run programs in its budget must be aligned with the priorities expressed in the ANDS. To make a closer

alignment possible, Government recognizes that the key ANDS objectives should be further prioritized, sequenced, costed and more clearly articulated to donors in line with the Afghan budget timetable. Although challenging, it also believes efforts should be made to start aligning donor programs through the external budget that constitutes 80% of aid in Afghanistan, with Government priorities.

A further problem with alignment is that some priority sectors cannot readily absorb more funds, mainly due to a lack of robust and ready-to-finance national programs. Hence, in order to be able to direct more funding to these areas, Government has requested active donor help in assessing and designing new and sustainable national programs to implement key Afghan priorities. An assessment of increased absorption capacity should also be made of the current national programs in key priority areas such as infrastructure, energy and agriculture.

National Capacity to Deliver Priorities Must Be Strengthened

Government believes that only through channeling funds through the Government can its capacity to implement and govern truly be built. While the Afghanistan Reconstruction Trust Fund remains a successful mechanism through which donors can provide resources through the Government's budget, it is important for donor funds to take the next step of providing resources directly to the Government. This is a key part of the process of Government functioning more independently and making the necessary tradeoffs in our budgetary decisions. However, at the same time, to ensure more funds will be invested through the Government systems, whether earmarked or not, donor confidence in Government's capabilities to effectively use their resources needs to improve.

Ministry of Finance is proud of achievements in public financial management that compare very positively to countries at the same level of development worldwide. However, room for improvement exists. Certainly, as part of its wider anti-corruption reforms, Government is committed to working with donors to further strengthen how public expenditures are transparently governed at all levels of Government, including improving its internal and independent audit functions, and increasing the capacity and accountability of its management systems also at sub-national levels. To increase accountability, Government also wants to improve how it works and reports on results, and will ensure an effective monitoring and evaluation system is in place of its sector priorities. This results framework should form a basis for directing donor funding whether external to the budget or through the core budget.

Critically, the absorption capacity to ensure timely and effective implementation of priorities is an area of clear concern, as manifested by the low core development budget execution rates (43% in 2008/2009). Low execution rates also contribute to the gap

between commitments and disbursements that hamper predictability of aid. To achieve better execution requires reform in the Ministry of Finance, as well as substantial improvement in capacity of line-ministries in the key aspects of budget planning and execution.

Information about Where Aid Goes and What It Achieves Must Be Strengthened

Providing regular, reliable and predictable information to Government on the aid delivered in Afghanistan is difficult due to donor-specific appropriations cycles and aid planning that means that multi-year commitments are not possible, and data consistent with the timing of the Afghan budget cycle is often unavailable. As a result, Government does not have an accurate and complete picture of aid expended in the country, making planning and executing realistic budgets extremely difficult. In the case of the donor programs through the external budget, the Government has very limited information so it cannot factor these substantial expenditures into its short-term planning or consider sustainability costs in the longer term.

Government Commitments

To address these issues in aid ownership Government proposes to:

1) Define and deliver its priorities more effectively through:

- Using ANDS cluster strategy to prioritize and sequence development objectives to drive economic growth and employment, to be embedded in the ANDS mid-term review in 2010. This will include developing a vision for the key sectoral clusters, with clear results and delivery plans by the Kabul Conference in spring 2010.
- Identifying sectoral gaps and the need for new national programs – starting with ANDS clusters of infrastructure, human resource development and agriculture by the Kabul Conference in spring 2010. Key existing programs and projects will also be assessed for their effectiveness and impact, and any potential for room to absorb additional resources.
- Improving Medium-Term Budget Framework (MTBF) to become a more realistic policy tool reflecting policy priorities, so that it can facilitate more informed allocation of aid towards under-funded priorities in the medium-term. This will be achieved by more reliable medium-term forecasting on financing and expenditures to create a robust foundation for policy discussions both with the Government and donor partners on the use of resources, their reallocation and the need for domestic revenue.
- Improving capacity to effectively utilize budgeted resources. To improve budget execution the Government will provide technical assistance for the purpose of

capacity development in program design and budgeting, procurement planning and implementation, financial allocation and control and audit.

- Approving and implementing sub-national governance policy, including a step change in capacity building and training of line-ministries at municipal, regional and provincial levels, to ensure to aid is spent effectively all across the country.

2) Increase the accountability for results through:

- Enabling donors to increase their aid through the Government systems, in line with the previous donor commitments in Accra in 2008 (50% of aid through recipient Government systems by 2011). In addition to improving budget execution and increasing domestic revenue, Government will set specific commitments and targets to strengthen the robustness and transparency of public financial management systems (see below).
- Strengthening public expenditure governance and fiduciary controls (including strengthening internal and independent audit function, procurement functions and capacity), in consultation from the Afghanistan Reconstruction Trust Fund (ARTF) Monitoring Agent.
- Enhancing information sharing and citizen's accessibility to obtain information related to public financial expenditures, with a view to enhancing the inputs of citizens and civil society in the budget process.
- Strengthening the Donor Assistance Database by reviewing the information collected and its relevance to Government and donors alike, as well as improving reconciliation with data bases in line-ministries.
- Strengthening and simplifying the ANDS results framework, implemented through program budgets across the Government.
- Continuing to ensure a strong progress on reform in return for incentive funds from the ARTF, and operationalizing the ARTF financing strategy.

Donor Commitments

Government also believes there is a need from donor side to:

1) Increase Afghan capacity and ability to deliver results through:

- Increasing funds, particularly discretionary funding, through the Government systems. Donors and Government should agree a specific target for increasing aid through the Government budget at the Kabul Conference, in line with Government's commitments and targets in improving Government capacity in budget execution, public finance management systems and increasing domestic revenue
- Providing demand-driven, effective technical assistance as part of the Government's Civilian Technical Assistance Program (CTAP), including

resources to address capacity gaps in the program design, execution and public finance management systems.

- Providing both technical and financial support to the new priority programs developed under the ANDS priority sectors. Donors, including the ADB and WB on the infrastructure sector, are requested to provide experienced staff, with strong knowledge of their Afghan development portfolio, to facilitate and support the prioritization of the ANDS and the design of new programming for the Kabul Conference in spring 2010.
- Increasing the use of Afghan suppliers in the reconstruction and development process.
- World Bank, in cooperation with the Civilian Technical Assistance Plan (CTAP) and the IARCSC, developing a code of conduct to harmonize donor funded salaries in the Government, as well as to establish a cap for Afghan salaries within the donor agencies.

2) Provide better information and coordination on aid through:

- Signing Development Cooperation Agreements (DCA) with Government, followed up by annual portfolio reviews, to agree on the division of labor with donors, the allocation of resources to specific programs and to review the results.
- Proposing how donors could provide information to the GoIRA to support the Afghan budget timetable and on donor programs through the external budget, to be presented at the Kabul Conference in spring 2010. Including:
 - Establish a transparent process on data sharing and decision making on aid to the security sector and provincial level assistance, including development spending through PRTs.
 - Establish a process for the Ministry of Finance to have a no-objection sign-off on programs and projects in the external budget.

The GoIRA will prepare *Afghanistan Agenda for Action on Aid Effectiveness* for the Kabul Conference in spring 2010, where it proposes its specific & timed reform benchmarks, with corresponding requests for its international partners. Government believes these and other benchmarks set for the Kabul conference should form a basis for more coherent and harmonized donor conditionality going forward.

CONCLUSION

The Government of Islamic Republic of Afghanistan believes that taken together these initiatives will prove successful in dramatically reducing the insurgency. Over time, these measures will bring needed services and new prosperity to the most remote villages of Afghanistan further reducing the frustration and helplessness that leads to violence. The development of this ambitious agenda is only the beginning of a challenging path. To be successful, the GoIRA will translate this ambitious agenda into credible steps. In advance of the Kabul Conference in the spring, the Government will work closely with the donor community to put together the detailed plans that will transform this agenda into programs, benchmarks and milestones. This plan will guide the work that will ultimately improve the lives of Afghans and provide the path for a strong and sovereign Afghanistan.

The End

ANNEXES

ANNEX I

OUTCOMES FROM AFGHANISTAN: THE LONDON CONFERENCE

A more stable and secure Afghanistan is vital to our national security and to that of the wider world. We can never allow Afghanistan to again be run by the brutal Taliban regime that gave safe haven to Al Qaeda – allowing them to launch attacks on the rest of the world as happened on September 11, 2001.

To prevent this, the Government of Islamic Republic of Afghanistan (GoIRA) must be able to sustain its own security, exercise sovereignty over all its territory, offer its people representative government, bring about the conditions for economic prosperity, and play a constructive role in the region.

And the agreements between the international community and the GoA, made today at the conference, will be a springboard to bringing about the conditions for achieving these objectives.

In addition to the conference today, this week has seen meetings in London involving NGOs, UK and Afghan businesses, the British Afghan diaspora, parliamentarians and women's rights activists. We've also seen the announcement by the IMF and World Bank of \$1.6 billion in debt relief for Afghanistan through the Heavily Indebted Poor Countries Initiative.

What was agreed?

The more than 70 countries and international organizations present agreed today with the GoA:

To develop a plan for phased transition to Afghan security lead province by province to begin, provided conditions are met, by late 2010/early 2011.

Targets for significant increases in the Afghan Army and Police Force supported by the international community: 171,000 Afghan Army and 134,000 Afghan Police by the end of 2011, taking total security force numbers to over 300,000.

Confirmation of a significant increase in international forces to support the training of Afghan forces. In total, the US have increased levels by 30,000 and the rest of the international community by 9,000, including the German contribution taking total force levels to around 135,000.

Measures to tackle corruption, including the establishment of an independent Office of High Oversight and an independent Monitoring and Evaluation Mission.

Better coordinated development assistance to be increasingly channeled through the GoA, supported by reforms to structures and budgets.

A civilian surge to match the military surge, including new civilian leadership of the international community's program, with the appointment of Mark Sedwill, previously British Ambassador to Afghanistan, as NATO's Senior Civilian Representative, a new UN representative plus more civilians on the ground to support governance and economic development.

Enhanced sub-national government to improve delivery of basic services to all Afghans.

Support for the GoIRA's national Peace and Reintegration Program, including financial support for a Peace and Reintegration Trust Fund, to offer economic alternatives to those who renounce violence, cut links to terrorism and agree to work within the democratic process.

Support for increased regional co-operation to combat terrorism, violent extremism and the drugs trade, to increase trade and cultural exchange and to create conducive conditions for the return of Afghan refugees.

Together, these measures will ensure we meet the Prime Minister's call to 'match the increase in military forces with an increased political momentum, focus the international community on a clear set of priorities across the 43-nation coalition and marshal the maximum international effort to help the Afghan government deliver'.

Key now is delivery. Using the solid base we've established today, over the next 12 to 18 months, alongside relentless ISAF and Afghan pressure on the insurgents, the GoIRA will increasingly take the lead in bringing security, prosperity, rule of law, human rights, and good governance to the whole of Afghanistan.

We'll meet again in Kabul in the spring to assess progress and hone implementation, another step towards a stable and secure Afghanistan, and a safer world. Additional voluntary international contributions

ANNEX II

INTERNATIONAL CONTRIBUTIONS

Military

BULGARIA: an additional 100 trainers before the end of 2010

COLOMBIA: 240 troops and an additional commitment to train ANSF

FINLAND: increase in troop numbers from 120 to 195

FYROM: has committed to send more troops (but no numbers mentioned)

GEORGIA: a commitment to send more troops (no number given)

GERMANY (subject to Bundestag approval): increase in troop numbers by 500 to almost 5,000, with 350 more troops in reserve for possible deployment for i.e. the preparation and securing of elections or for unforeseen events. Included in the total number of German troops, trainers would increase from 280 to 1,400

GREECE: additional Operational Mentoring and Liaison Team (OMLT), two medical teams, and 53 officers to assume command of Kabul International airport. €3mn to the ANA Trust Fund and €600,000 to the Helicopter Initiative

JAPAN: USD11mn for medical assistance for the ANA Trust Fund

LUXEMBOURG: €4mn in 2010 for the ANA Trust Fund

POLAND: increase in troop numbers from almost 2,000 to 2,600, with 400 more troops in reserve for possible deployment for elections

ROMANIA: increase in troop numbers from 600 to 1,800 and a 3rd OMLT

SLOVAKIA: increase in troop numbers from 262 to 319

SPAIN: increase in troop numbers from 1,065 to 1,565

Policing

AUSTRALIA: increase in police numbers

AUSTRIA: a contribution of 5 police officers through EUPOL (subject to Council of Ministers approval)

FINLAND: increase in police/civilian numbers from 24 to 30

GERMANY: bilateral police trainers would increase from 123 police trainers to 200 by the middle of 2010 and EUPOL from 45 to 60 officers and experts

GREECE: a contribution of 3 police officers to EUPOL

JAPAN: support ANP, including assistance for salaries for all 96,000 police officers for 6-months (USD185mn)

SLOVAKIA: 2 EUPOL officers in 2010

Reintegration

AUSTRALIA: AUD25mn

GERMANY: €50mn over 5-years (subject to Bundestag approval)

GREECE: €500,000 in 2010

JAPAN: \$50mn in 2010. This sum will come from the \$5bn the Japanese Government has previously pledged for Afghanistan

REPUBLIC OF KOREA: commitment made, but no announcement

SPAIN: €10mn during 2010

Development

AUSTRALIA: AUD50mn for ARTF; enhanced civilian engagement, including increased diplomatic presence and development resources

AUSTRIA: €1mn in humanitarian aid (via UN OCHA), €0.5mn to the UNODC anti-corruption program, unnamed sum for the UN's de-mining program. €0.3mn for customs and excise development (via OSCE)

CANADA: CAD25mn for counter-narcotics program

COLOMBIA: commitment to share de-mining, counter-narcotics, reconciliation

FINLAND: \$110mn over 5-years

GERMANY: increase development and reconstruction aid from €220mn to €430mn (subject to Bundestag approval) over 4-years

GREECE: €2mn for development assistance

JAPAN: Food & humanitarian assistance, for basic human needs including medical care, health and assistance for Afghan refugees and Pakistani IDPs (USD200mn), assistance for the preparation of parliamentary and district elections (USD38mn), assistance to DIAG (Disbandment of Illegal Armed Groups (USD5mn), NABDP (USD10mn) and NSP (National Solidarity Program) for vocational training and small scale rural development program (USD32mn)

INDIA: 100 PhD/MA fellowships per year for 5-years and 200 under-graduate agriculture/related subjects scholarships

LUXEMBOURG: €2.5mn for development assistance

MALTA: €50-60,000 to train Afghan civil servants in Malta

SAUDIA ARABIA: \$150mn over 3-years

SLOVAKIA: planned development increase of €500,000 in 2010

ANNEX III

LONDON CONFERENCE PARTICIPANTS

Participants have been listed in alphabetical order.

Co-hosts:

- His Excellency Hamid Karzai
President of the Islamic Republic of Afghanistan
- The Right Honourable Gordon Brown MP
Prime Minister of the United Kingdom
- His Excellency Ban Ki-moon
Secretary General of the United Nations

Co-chairs:

- His Excellency Dr. Rangin Dadfar Spanta
Senior Adviser to the President of the Islamic Republic of Afghanistan
- The Right Honourable David Miliband MP
Secretary of State for Foreign and Commonwealth Affairs
- His Excellency Kai Eide
UN Secretary General's Special Representative for Afghanistan

Delegations

- | | | |
|------------------------------|--------------------|--------------------------|
| 1. Afghanistan | 13. Colombia | 26. India |
| 2. Albania | 14. Croatia | 27. Indonesia |
| 3. Armenia | 15. Cyprus | 28. Ireland |
| 4. Australia | 16. Czech Republic | 29. Italy |
| 5. Austria | 17. Denmark | 30. Japan |
| 6. Azerbaijan | 18. Egypt | 31. Jordan |
| 7. Bahrain | 19. Estonia | 32. Kazakhstan |
| 8. Belgium | 20. Finland | 33. Republic of
Korea |
| 9. Bosnia and
Herzegovina | 21. France | 34. Kuwait |
| 10. Bulgaria | 22. Georgia | 35. Kyrgyzstan |
| 11. Canada | 23. Greece | 36. Latvia |
| 12. China | 24. Hungary | 37. Lithuania |
| | 25. Iceland | |

38. Luxembourg
39. Malaysia
44. New Zealand
45. Norway
46. Oman
47. Pakistan
48. Poland
49. Portugal
50. Qatar
51. Romania
52. Russia
53. Saudi Arabia
54. Slovakia
40. Malta
41. Mongolia
55. Slovenia
56. Spain
57. Sweden
58. Switzerland
59. Tajikistan
60. The former
61. Yugoslav
62. Republic of
63. Macedonia
64. Turkey
65. Turkmenistan
42. Montenegro
43. Netherlands
66. United Arab
Emirates
67. Ukraine
68. United States of
America
69. Uzbekistan
70. Aga Khan
Development
Network

The Government of Islamic Republic of Afghanistan

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