The Southern Strategy

Office of the Director
February 2007
Evolution of a Strategy

- The so-called “Southern Strategy” evolved from a short white paper prepared ~2005 called *Assessment of Factors Contributing to Insecurity in Afghanistan*.
- The paper was jointly prepared by the GoA, UNAMA, CFC-A, ISAF, Canada, the Netherlands, the UK and the United States.
- It recognized that deterioration of the security situation is caused by an insurgency employing terrorist tactics.
- It defined the components of the insurgency, identified causal and contributing factors, and recommended how to address them.
Major recommendations of the white paper included to...
- Target 4 Provinces: Kandahar, Helmand, Uruzgan and Zabul
- Engage politically with alienated districts and groups
- Focus development assistance in the Southern 4
- Improve security and governance there
- Improve community ownership of development projects
- Reach out from Kabul with visits from Ministers and senior officials
- Establish and operationalize a strategic communications team

It led to creation of a Policy Action Group (PAG) that...
- Advises the President on counterinsurgency strategy
- Advises the National Security Council
- Recommends policies that strengthen GoA capacity and credibility
- Is proactive and responsive
- Is authorized to make quick decisions and implement rapidly
- Is supported by an Implementation Team.

Donors and the GoA embraced this approach, and in 2006 began to focus concertedely on “the Southern Four”.
The "Southern 4" Provinces: Kandahar, Helmand, Uruzgan and Zabul
The Southern Strategy
USAID's Response to the new Southern Strategy

- USAID immediately engaged with the new PAG process, sending senior officers to attend all PAG meetings
- Named a Special Representative for Reconstruction and Development in the South and East (the USAID Chief of Staff)
- Increased programming focus and prioritization on the south
  - reprogrammed $15.5 million for Kandahar and over $30 million for Zabul provinces
  - Programmed $60 million in new ESF assistance for three priority road segments in Kandahar and Zabul provinces
- Ramped up projects that can quickly deliver assistance to insecure counterinsurgency (COIN) areas—e.g., LGCD and ALP
- Began an aggressive search for ways of getting development assistance into the most remote and insecure areas—e.g., rural credit, radio programming
- Ramped up direct engagement between senior USAID officials and senior Afghan officials in the south.
The Southern Strategy
Immediate Actions in the Southern 4

- **The Alternative Livelihoods Program** is implementing an immediate cash for work (CFW) program through the Central Asia Development Group (CADG) that employs 2,000 workers. To date, 501 people have been hired to work on 15 km of canals in Panway and Zhari districts. 400 additional laborers will be employed on additional canals in early Feb. ($2.6 million)

- **ALP/S:** ALP/S is expanding its current Roots of Peace (ROP) Sub-Contract to include horticulture infrastructure repair such as fruit dryers, trellises, and irrigation canals in the battle affected area (Panjway and Zhari). ROP has identified 168 projects of which 92 are being implemented. ($500,000)

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- **Leahy:** Building materials to be provided to 300 returning households to reconstruct their shelter. Assistance to 200 additional families expected. ($600,000)

- **NSP:** USAID is funding 64 small scale NSP-identified projects in Kandahar. Funds have been transferred to NSP. ($1.2 million)
The Southern Strategy
Overall USAID Assistance to the Southern 4

- Total USAID investment for the South is about $383 million in completed, ongoing and planned projects.

- Program areas include infrastructure, agriculture, health, education, democracy and alternative livelihoods.
The Southern Strategy
Alternative Development Projects

Ongoing projects between January and July 2007
Includes Alternative Livelihoods, Agriculture, Infrastructure and Economic Growth activities
(Note: ALP currently only works in three of the Southern 4 Provinces)

<table>
<thead>
<tr>
<th>Province</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Helmand</td>
<td>$34.0 million</td>
</tr>
<tr>
<td>Kandahar</td>
<td>$93.6 million</td>
</tr>
<tr>
<td>Uruzgan</td>
<td>$3.6 million</td>
</tr>
</tbody>
</table>
Helmand: $34 million in USAID projects Jan-June 07

- $2.5m cobblestone roads employing 1800 people (40km)
- $4.5m 180km gravel roads
- $3.3m main irrigation canal repair (260km)
- $0.9m Veterinary Field Units
- $1.8m asphalt road (6.5km)

$0.8m loans available starting March 07
$0.7m seed for 14,000 farmers
$1.5m animal feed for 5,000 farmers province-wide

Target eradication area 2007
Kandahar: $93.6 million in USAID projects, Jan-Jun 07

$2.6m cash-for-work for 2,500 for road repair

$2.8m 130km gravel roads

$1.6m capacity building for local government to deliver services and support community development projects

$1m seed for 15,000 farmers

$4m bridge

$78.2m asphalt road (253km)

$0.9m loans available starting March 07

$2m livestock feed and veterinary services to over 10,000 farmers

$0.5m vineyards, fruit drying & irrigation infrastructure

Targeted eradication area 2007
Uruzgan: $3.6 million in USAID projects Jan-June 07

$2.1m cash-for-work infrastructure projects for 21,000 people for gravel roads, irrigation, flood protection, etc.

$1.2m seed for 12,000 farmers

$0.3m livestock feed and veterinary field units to over 10,000 farmers

Targeted eradication area 2007

Uruzgan Poppy Cultivation Eradicated Sites 2006

8,089 Hectares
The Southern Strategy
Major Infrastructure Projects

- Kajakai Hydroelectric Project
- Southern Electric Power System (SEPS)
- The Ring Road (Southern Sections)
- The “Southern Strategy Roads”
Kajakai
Hydroelectric Project

Refurbish Turbine Units 1&2
Install new Unit 3
Increase Reservoir Capacity
Construct Camp
Construct New Airstrip
Associated Power Lines
Associated Road

Status: Unit 1 refurbished; work ongoing on Unit 2; new Unit 3 under construction; road and power alignments in design; negotiations with local shuras ongoing.

Note: Work on the turbines, which has been suspended since June 2006 due to security considerations, is slated to resume in February 2007 thanks to ISAF-led counterinsurgency operations.
The Southeast Power System (SEPS)

Status: Ongoing; will ramp up with Kajakai hydroelectric project

USAID PROJECTS
110 kV TRANSMISSION LINES
SEVERAL SUBSTATIONS
NEW 220 kV TRANSMISSION LINES
LASHKAR GAH DISTRIBUTION SYSTEM
KAJAKAI DAM Rehab/Expansion PROJECTS
QALAT DISTRIBUTION SYSTEM
The Ring Road  Status: Complete to Kandahar, under construction to Herat

Reconstruction of Regional and National Roads:

<table>
<thead>
<tr>
<th>Location</th>
<th>Status</th>
<th>Completion Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kandahar-Herat</td>
<td>USAID/ADB</td>
<td>Oct 06</td>
</tr>
<tr>
<td>Kandahar-South</td>
<td>USAID</td>
<td>Dec 06</td>
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<tr>
<td>Kandahar-Japan</td>
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<td>Oct 05</td>
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<tr>
<td>Kabul-Kandahar</td>
<td>USAID</td>
<td>Sep 06</td>
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<td>Kabul-Kabul</td>
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<td>Jan 06</td>
</tr>
<tr>
<td>Kabul-Dushan</td>
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<td>Kabul-Jalalabad</td>
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<td>Jabalabad-November</td>
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<td>Herat-Islam Qalas</td>
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<td>Dec 06</td>
</tr>
<tr>
<td>Herat-Enspinner</td>
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<tr>
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<td>USAID</td>
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<td>Herat-Zarap Delaram</td>
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<td>Herat-Maimana</td>
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<td>Dec 06</td>
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<tr>
<td>ADR 1st Sep 06</td>
<td>USAID</td>
<td>May 06</td>
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<tr>
<td>ADR 2nd Sep 06</td>
<td>USAID</td>
<td>Dec 06</td>
</tr>
</tbody>
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Donors, Estimated Cost:
- USAID Primary Roads, $260M
- USA, $110M
- Saudi, $61M
- Japan, $62M
- Japan, $44M
- ADB, $25M
- EU, $64M
- Pakistan, $15M
- Iran, $41M
- India, $84M
- Funded by ADB
- ADB, $70M; $20M JFPR
- Non-Funded
- WB, $70M
- Italy, $60M
- WB, $40M
- ADB, WB, $10M
- WB, $5M
- USAID, $45M; WB $25M
- USAID 9 Provincial Roads $191M
- ADB, $15M for both
The Three "Southern Strategy Roads"
Status: Contracted; Segment 1 under construction

<table>
<thead>
<tr>
<th>Segment</th>
<th>Start to End</th>
<th>Length (km)</th>
<th>Material</th>
<th>Cost (M)</th>
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<tbody>
<tr>
<td>1</td>
<td>Kandahar to Bikah</td>
<td>80</td>
<td>Gravel</td>
<td>$20</td>
</tr>
<tr>
<td>2</td>
<td>Spín Boldak to Bikah</td>
<td>85</td>
<td>Gravel</td>
<td>$25</td>
</tr>
<tr>
<td>3</td>
<td>Bikah to Shinkay</td>
<td>100</td>
<td>Gravel</td>
<td>$30</td>
</tr>
</tbody>
</table>

USAID Unfunded Priority for RC South
$278K/km
-- All weather crushed gravel 7m road

USAID
The Southern Strategy
Provincial Reconstruction Teams
(Local Government and Community Development Project)

- There are now 24 PRTs in Afghanistan
- One is located in each of the Southern 4
- USAID formerly extended development impact via the PRTs through Quick Impact Projects (QIPs)
- Current USAID development impact occurs through the Local Government and Community Development Project (LGCD), which started in late 2006.
- LGCD is implemented in the south and east by Development Alternatives, Inc. (DAI)
- LGCD is implemented in the north and west by Associates in Rural Development (ARD).
PROVINCIAL RECONSTRUCTION TEAMS (PRTs)

USAID PRT Map (12/2006)
The Southern Strategy
Province-by-Province Assistance Summary

- Kandahar
- Helmand
- Uruzgan
- Zabul
USAID Development Projects
Helmand Province

LEGEND
- Provincial Judicial Facility (Completed)
- Provincial Government Office (Completed)
- Lashkar Gah to Ring Road (Completed)
- Cobblestone Roads Rehabilitation (Implementation Started)
- Kajaki Hydropower Plan (Delayed-- Insecurity)
- 7 Canals, 10 Drains Rehabilitation & 3 Karez Cleaning (Completed)
- Health clinic construction/refurbishment (Completed/On-Going)
- School Construction, teacher training, and supplies (Completed/On-Going)
- Agricultural Input training (Completed)
- Veterinary Field Units (Completed)
- Province Center & PRT Location

Also in Helmand Province:
- Refurbish and expand provincial Da Afghan Bank (Completed)
- Women's Vocational Agriculture Education, Lashkar Gah (Completed)
- Midwife Training Program (Planned)
- Provincial Councils & Governance Capacity Building (Completed)
- Refurbish and Expand provincial courthouses (Completed)
- Voter Registration, Civic Education Services (Completed)
- 789 On-farm Demonstration Plots for Farmer Training ( Completed)
- Establishment of 41 Market Collection Centers (Completed)
- Poultry Production Training & Fall Wheat Seed & Fertilizer Distribution Activities
- 104 wells dug or deepened throughout the Province (Completed)

USAID Est. Investment to Date is $ 199 million.

Data Extracted from GeoBase as of October, 2008. Illustrative locations.
USAID Development Projects
Kandahar Province

Also in Kandahar Province:
- Provincial Councils & Governance Capacity Building (Completed)
- Building Capacity of the Afghanistan International Chamber of Commerce and National Regional Business Associations to Promote Private Sector (On-going)
- Voter Registration, Civic Education Services (Completed)
- Refurbish Da Afghanistan Bank Branch (Completed)
- 156 On-farm Demonstration Plots for Farmer Training (Completed)
- Wheat/Vegetable Seed & Fertilizer Distribution
- Computer Literacy Training Activities in the City
- Veterinarian Field Units Promoting Animal Health
- Establishment of 41 Market Collection Centers (Completed)

Data Extracted from GeoBase as of October, 2008. Illustrative locations.

USAID Est. Investment to Date is $ 49 million (Excluding New Bridges Cost).
USAID Development Projects
Uruzgan Province

Legend:
- Kandahar – Tirin Kot Road (Completed)
- Tirin Kot City Road (Completed)
- School Construction, teacher training, and supplies (Completed/On-Going)
- Veterinary Field Units (Completed)
- 8 Canal Rehabilitation/Cleaning (Completed)
- On Farm demonstration (Completed)
- Protection Wall, Flood Barrier Activities (Completed)
- Improved Seed & Fertilizer Distribution (Completed)
- Agricultural Input Training (Completed)
- FM Radio Station in Tirin Kot (Completed)
- Province Center & PRT Location

Also in Uruzgan Province:
- Voter Registration, Civic Education Services (Completed)
- Cash For Work Program (34 Projects Under [not legible])
  - Around 18 Flood & Protection Walls and 2 Flood Barrier Activities under Cash for Work Programs (Completed, On-going & Planned)
  - 8 Canal Rehabilitation & Construction Activities under Cash for Work Programs (Completed, On-going & Planned)
  - 4 District Center Roads (Planned)
- Wheat & Corn Seed & Fertilizer Distribution Activities and Veterinarian Field Units Promoting Animal Health (Completed, On-going & Planned) Under ALE
- 73 Wells dug or deepened throughout the Province (Completed)

USAID Est. Investment to Date is $6.3 million.
USAID Development Projects
Zabul Province

LEGEND
- Courthouse/Prosecutors' Office Construction (On-Going)
- Provincial Department of Women Affairs Ministry Establishment (Completed)
- Kabul – Kandahar Road (Completed)
- Qalat – Shamulzai-Aghar-Kandahar (Under Design by USACE/UNOPS)
- Tarinak Bridge Access Roads (Completed)
- Da Afghanistan Bank Branch (On-Going)
- Health clinic/hospital construction/refurbishment (Partially Completed)
- School Construction, teacher training, and supplies (Completed/On-Going)
- Agricultural Input Dealer training (Completed)
- On Farm Demonstration (Completed)
- Veterinary Field Units (Completed)
- Qalat City Tree Planting Project (Completed)
- Province Center & PRT Location

Also in Zabul Province:
- Provincial Councils & Government Capacity Building (On-Going)
- Voter Registration, Civic Education Services (Completed)
- 65 Wells dug or deepened throughout the Province (Completed)

Data Extracted from GeoBase as of October, 2006. Illustrative locations.

USAID Est. Investment to Date is $ 128.9 million.
The Southern Strategy
Post-Kinetic Assistance

- When the bullets stop flying, post-kinetic assistance objectives are...
  - Provide immediate help to affected populations
  - Mitigate kinetic damage to structures and agricultural infrastructure
  - Quick impact activities
  - Provide visible and tangible assistance
  - Meet highest local priorities
  - Demonstrate government’s ability to respond quickly
  - Create employment

- Kinds of Activities...
  - Meet immediate food, shelter, water, clothing and medical needs
  - Rebuild homes, shelters, community buildings
  - Repair damage to agricultural infrastructure
  - Repair damage to other priority infrastructure like wells and roads.
The Southern Strategy
Eastern and Tier 2 Provinces

- The Southern Strategy focuses on the southern four provinces of Kandahar, Helmand, Uruzgan and Zabul
- Much similar counterinsurgency support has also focused on the eastern provinces which border on Pakistan
- A new emphasis is now on “Tier 2” provinces, those typically to the west or north of the front line provinces
- The objective is to help consolidate military success in removing isolated or residual pockets of insurgents…
- And to strengthen the ability of villages and communities in Tier 2 provinces to sustainably resist insurgent overtures.
The Southern Strategy
Strategic Communications

- Different organizations are pursuing information outreach (IO) and strategic communications in Afghanistan...
  - The GoA through the PAG’s National Communications Coordination Center (NC3)
  - The military (ISAF, CJTF-76, RC-South)
  - USAID
- Each organization pursues somewhat different objectives
- A persistent issue is how to improve cooperation and coordination
- A major focus of sustained IO will be the southern strategy roads, and the Kajakai dam and associated access road and transmission lines.
The Southern Strategy
Access and Contracting Issues

- Because the south is so volatile, there are very few potential contractors and grantees ready, willing and able to work there.
- Force protection—up to and including direct military intervention—is essential for standing up most kinds of development assistance.
- Project costs are extremely high because of the cost of security and project implementation delays.
- Even among those already working in the south, absorptive capacity is limited.
- There is very limited capacity to plan and implement development projects among provincial, much less district and village, partners.
- There is a constant search for new ways to “get development into” remote, rural, highly insecure locations—e.g., extension of rural credit, radio programming.
- Maximum flexibility is required in contracting and project implementation.
The Southern Strategy
USAID’s Response to the new Southern Strategy

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- Named a Special Representative for Reconstruction and Development in the South and East (the USAID Chief of Staff)
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The Southern Strategy
Alternative Livelihood Project 2006-2007

- ALP/S will repair 250 km of gravel roads and build 58 km of cobblestone roads in Helmand and Kandahar, mostly using manual labor and providing over $1 million dollars in wages paid to local residents.
- ALP/S is mechanically cleaning up to 254 kilometers of drains and irrigation canals. This will desalinate and effectively allow irrigation of about 50,000 hectares.
- ALP/S will assist the Helmand Argandab Valley Association (HAVA) rehabilitate 25 drop structures on the Darweshan Irrigation Canal, which are in danger of collapsing due to erosion.
- ALP/S will devote significant additional resources to agricultural development, the driver of the licit rural economy in Helmand. This will focus on the livestock industry, and include:
  - Commercial Feed System
  - Veterinary Services
  - Fattened Lamb Production and Marketing
  - Dairy Production and Marketing
  - Livestock Price Information System
  - Spring Seed Distribution
  - Cold Storage and Packing Line
  - Processing Trials and Development
  - Market Price Information

- Outputs to Date: 4,000 tons of feed distributed; 10,000 farmers with improved animal feed for 30,000 animals; 80,000 farmers with improved access to veterinary supplies and services for 250,000 animals; and veterinary field units operating in 40 districts in Helmand, Kandahar, Zabul, Uruzgan and Nimroz provinces.
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