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## The Southern Strategy

*Office of the Director  
February 2007*



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## ***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.



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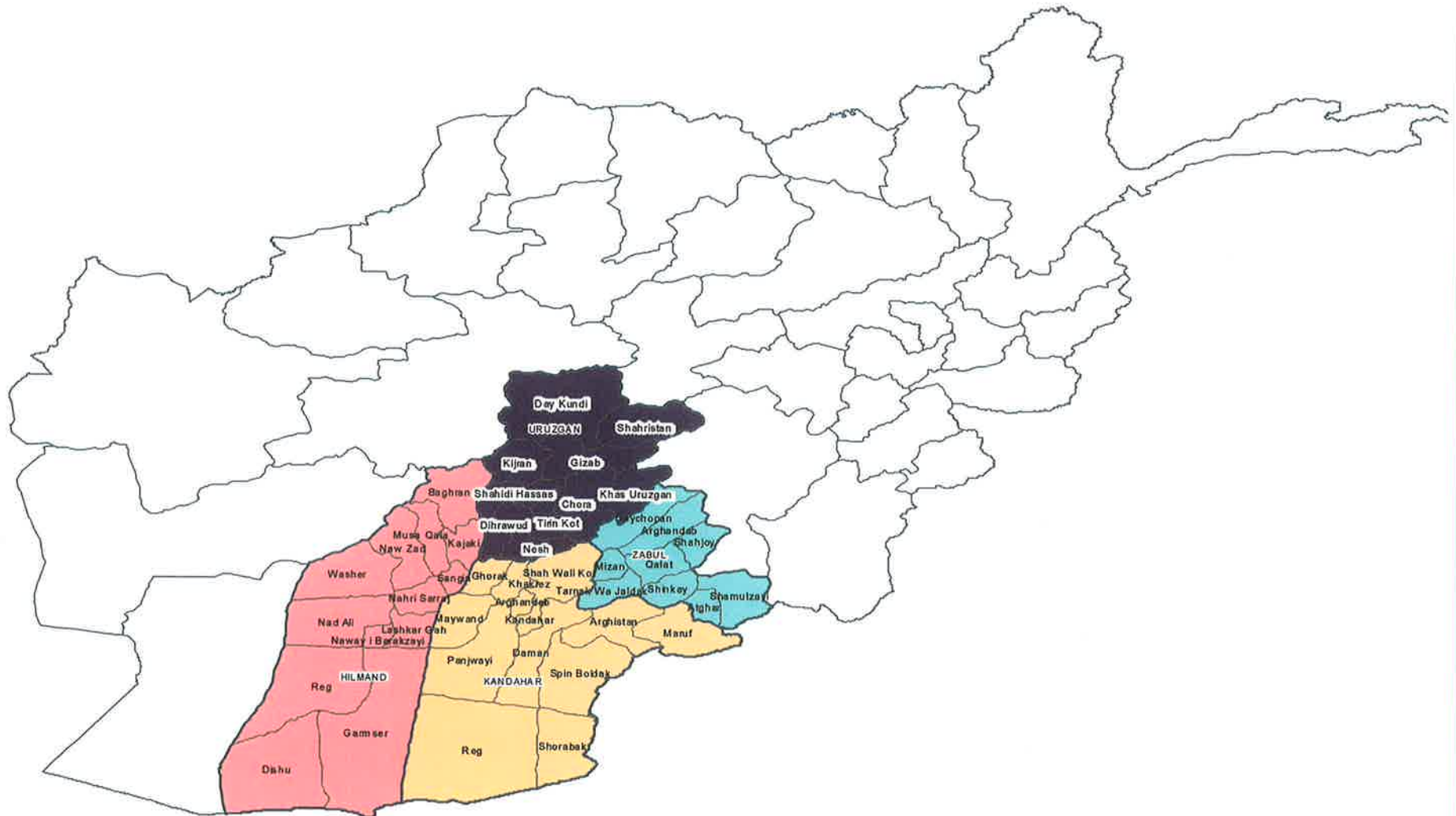
- ***Major recommendations of the white paper included to...***
  - Target 4 Provinces: Kandahar, Helmand, Uruzgan and Zabul
  - Engage politically with alienated districts and groups
  - Focus development assistance in the Southern 4
  - Improve security and governance there
  - Improve community ownership 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 concertedly on “the Southern Four”.***



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## The “Southern 4” Provinces: Kandahar, Helmand, Uruzgan and Zabul







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## *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)**
- ***ALP/S*** is accelerating the delivery of livestock feed and veterinary services to Kandahar Province, which will provide much needed assistance to small farmers during the difficult winter months. This will affect 5,000–8,000 farmers and about 30,000 cows, sheep, and poultry. Feed delivery is beginning the first week of Feb. **(\$2 million)**
- ***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)*

<b>Helmand</b>	\$34.0 million
<b>Kandahar</b>	\$93.6 million
<b>Uruzgan</b>	\$3.6 million







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## Kandahar: \$93.6 million in USAID projects, Jan-Jun 07

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

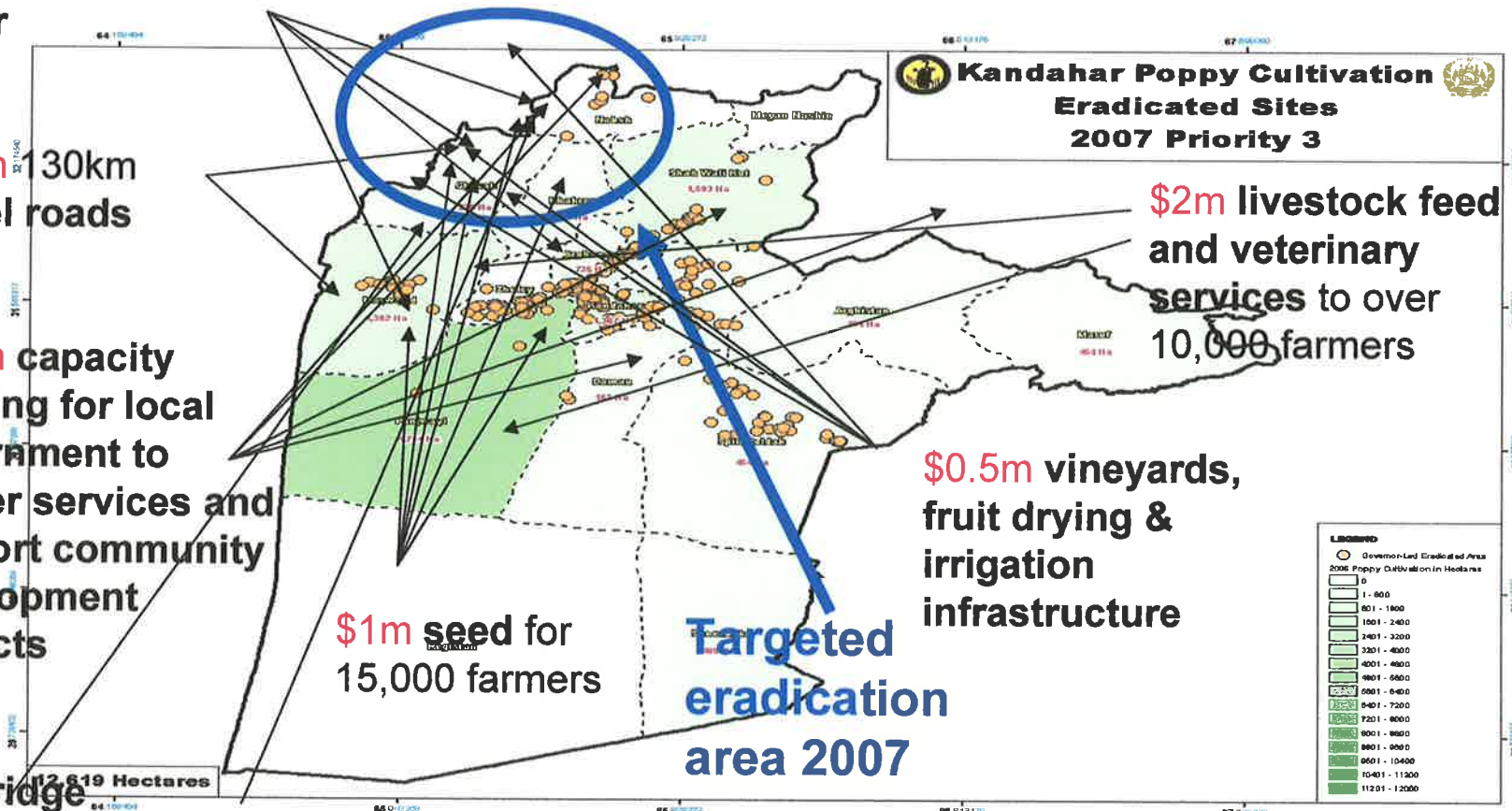
**\$2.8m 130km**  
gravel roads

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

**\$4m bridge**

**\$78.2m asphalt road (253km)**

**\$0.9m loans available starting March 07**



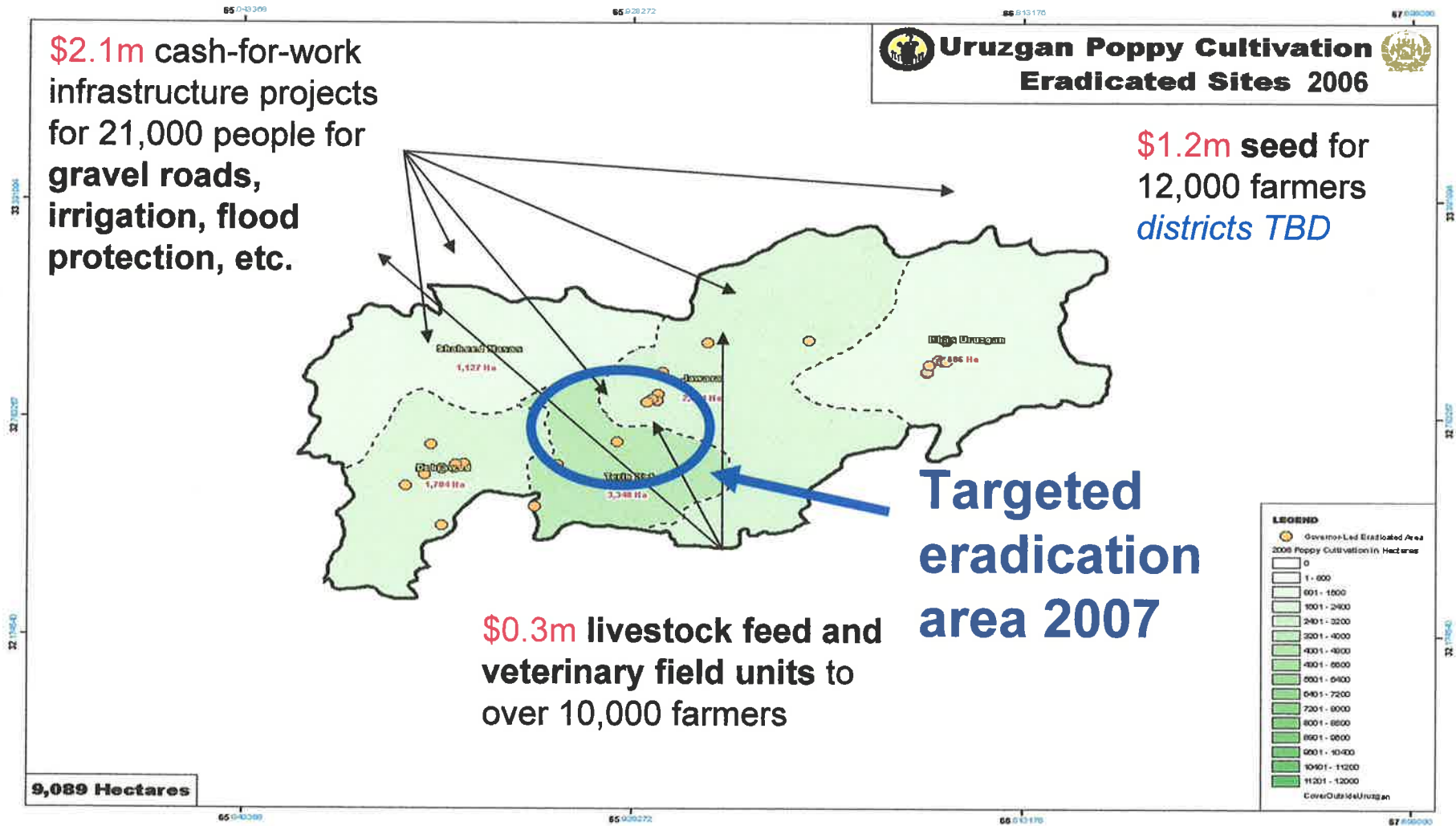
**\$2m livestock feed**  
and veterinary  
services to over  
10,000 farmers

**\$0.5m vineyards,**  
fruit drying &  
irrigation  
infrastructure

**\$1m seed for**  
15,000 farmers



## Uruzgan: \$3.6 million in USAID projects Jan-June 07





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## *The Southern Strategy* **Major Infrastructure Projects**

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





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## ***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.**

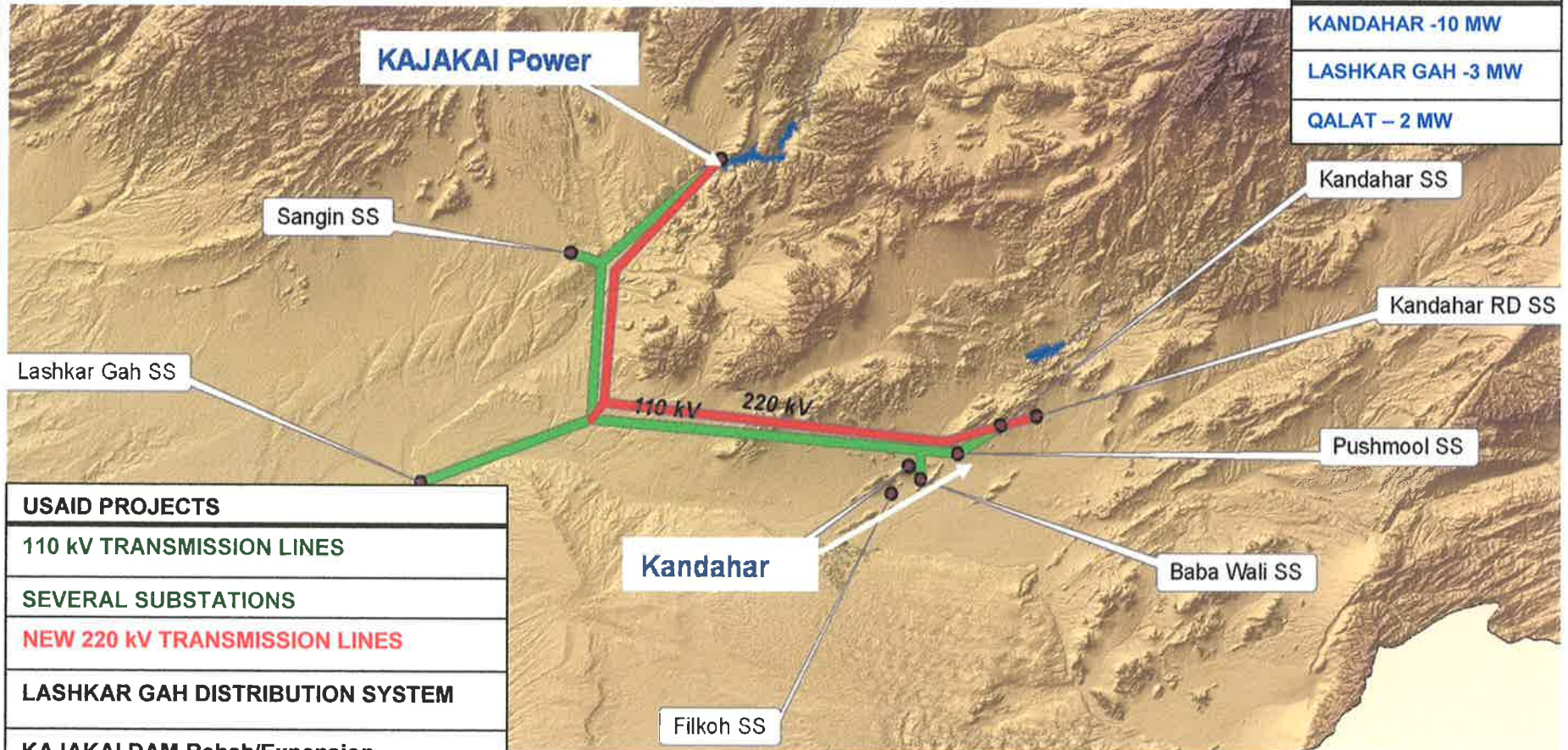
***Note: Work on the turbines, which has been suspended since June 2006 due to security considerations, is slated to resume in February 2007 thanks to ISAF-led counterinsurgency operations.***

Kajakai Dam & Reservoir, Helmand, '04.



# The Southeast Power System (SEPS)

Status: Ongoing; will ramp up with Kajakai hydroelectric project



<b>USAID PROJECTS</b>
110 kV TRANSMISSION LINES
SEVERAL SUBSTATIONS
<b>NEW 220 kV TRANSMISSION LINES</b>
LASHKAR GAH DISTRIBUTION SYSTEM
KAJAKAI DAM Rehab/Expansion PROJECTS
QALAT DISTRIBUTION SYSTEM

<b>USAID DIESEL PLANTS – O&amp;M</b>
KANDAHAR -10 MW
LASHKAR GAH -3 MW
QALAT – 2 MW





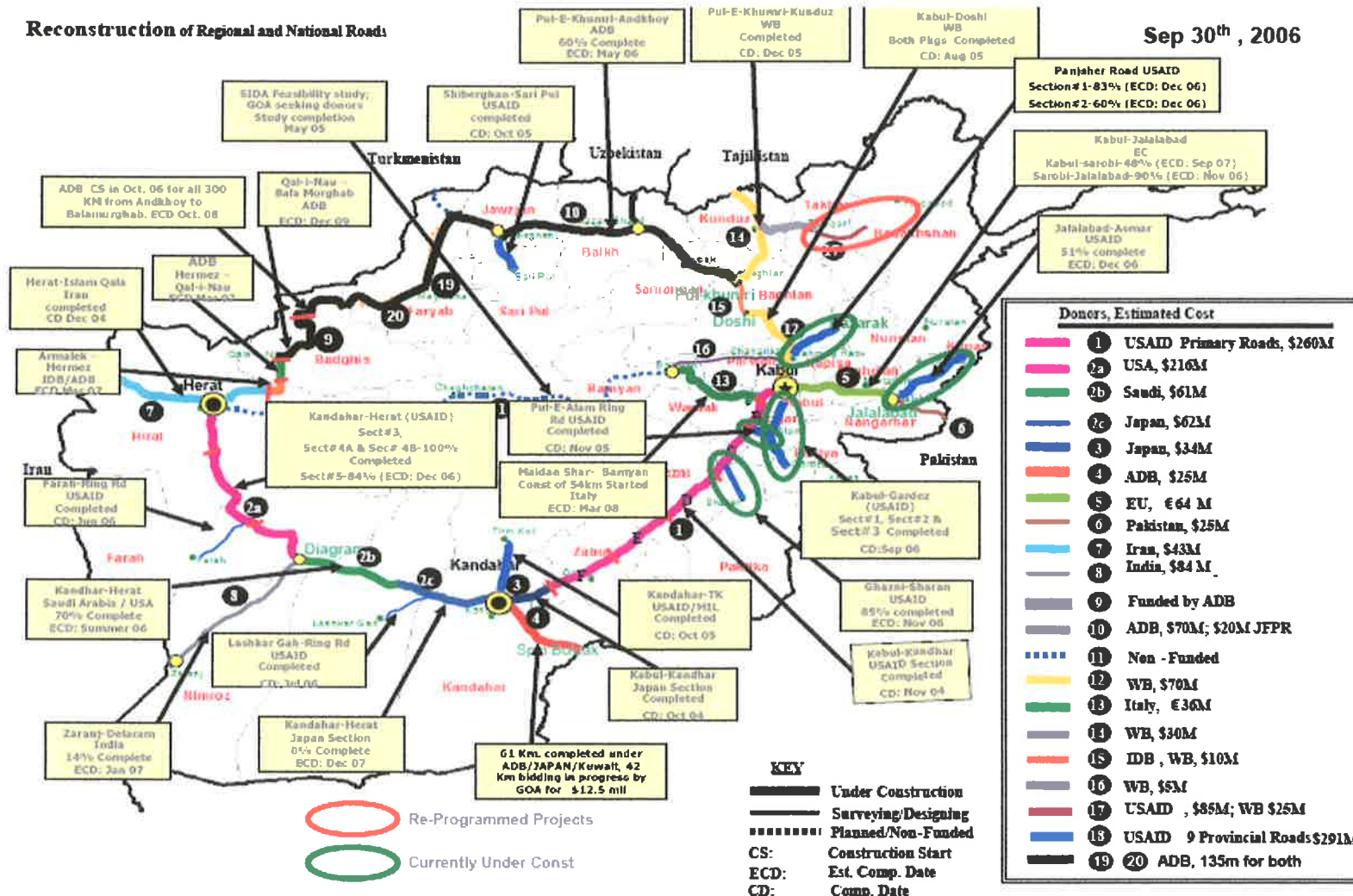
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## The Ring Road Status: Complete to Kandahar, under construction to Herat

Reconstruction of Regional and National Roads

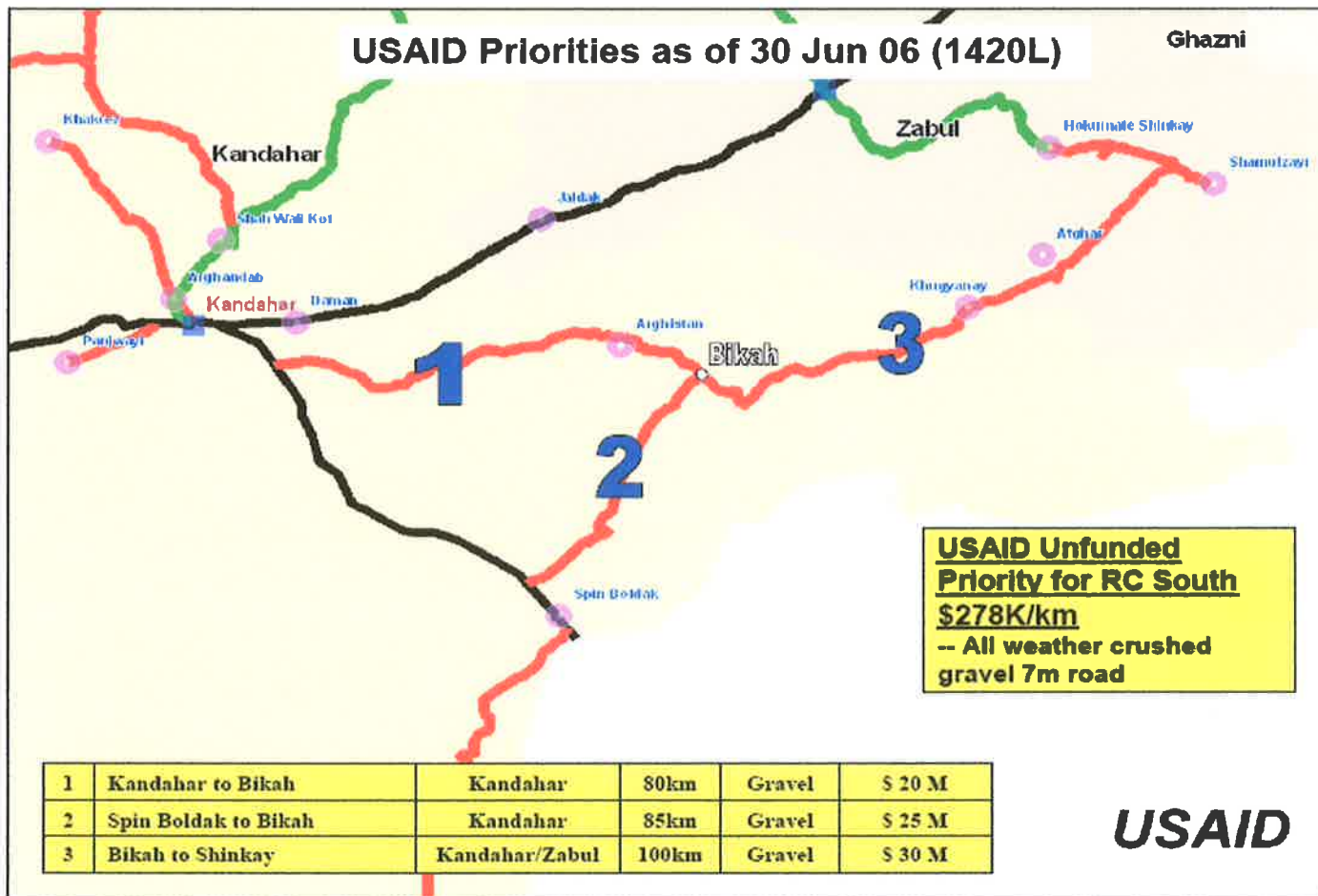
Sep 30<sup>th</sup>, 2006





## The Three “Southern Strategy Roads”

Status: Contracted; Segment 1 under construction







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***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).





*The Southern Strategy*  
**Province-by-Province Assistance Summary**

- **Kandahar**
- **Helmand**
- **Uruzgan**
- **Zabul**





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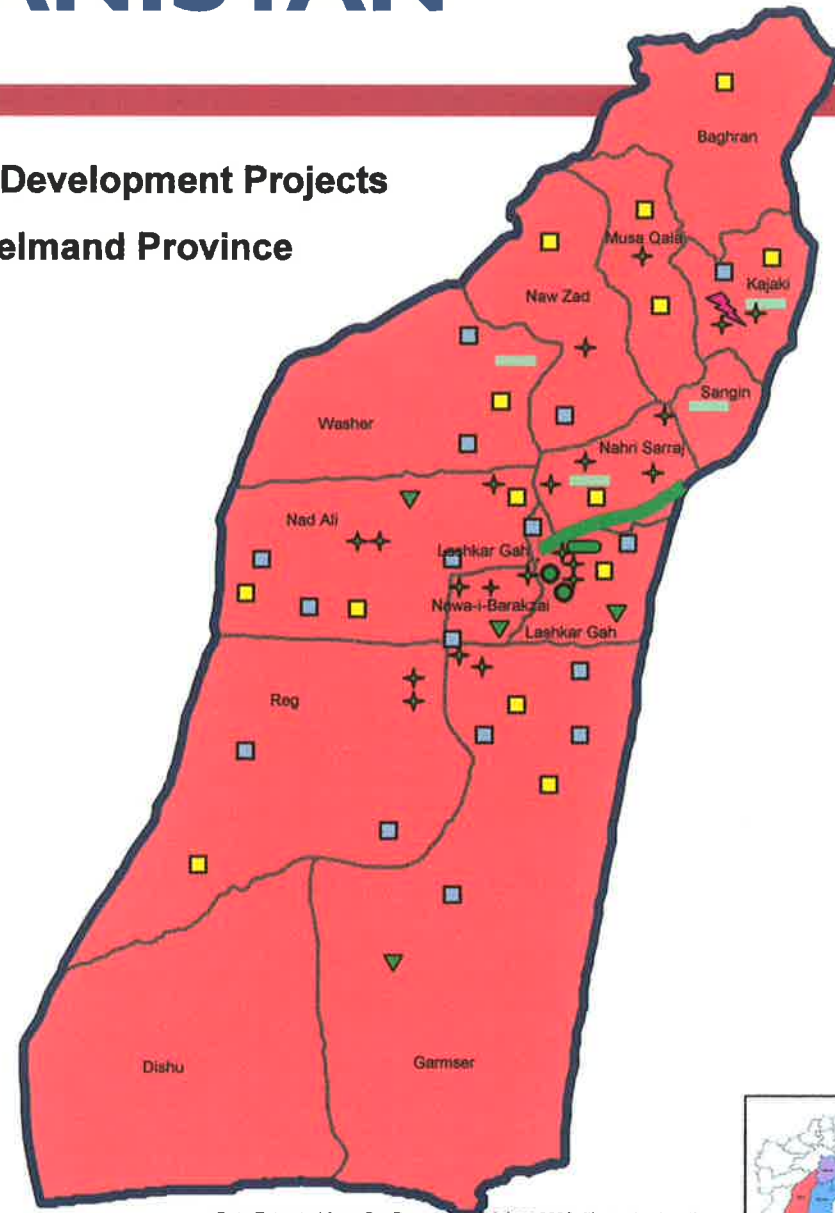
## USAID Development Projects Helmand Province

### 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 Canal, 10 Drains Rehabilitation & 3 Karez Cleaning (Completed)
- Health clinic construction/refurbishment (Completed/On-Going)
- School Construction, teacher training, and supplies (Complete/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)



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

**USAID Est. Investment to Date is \$ 199 million.**





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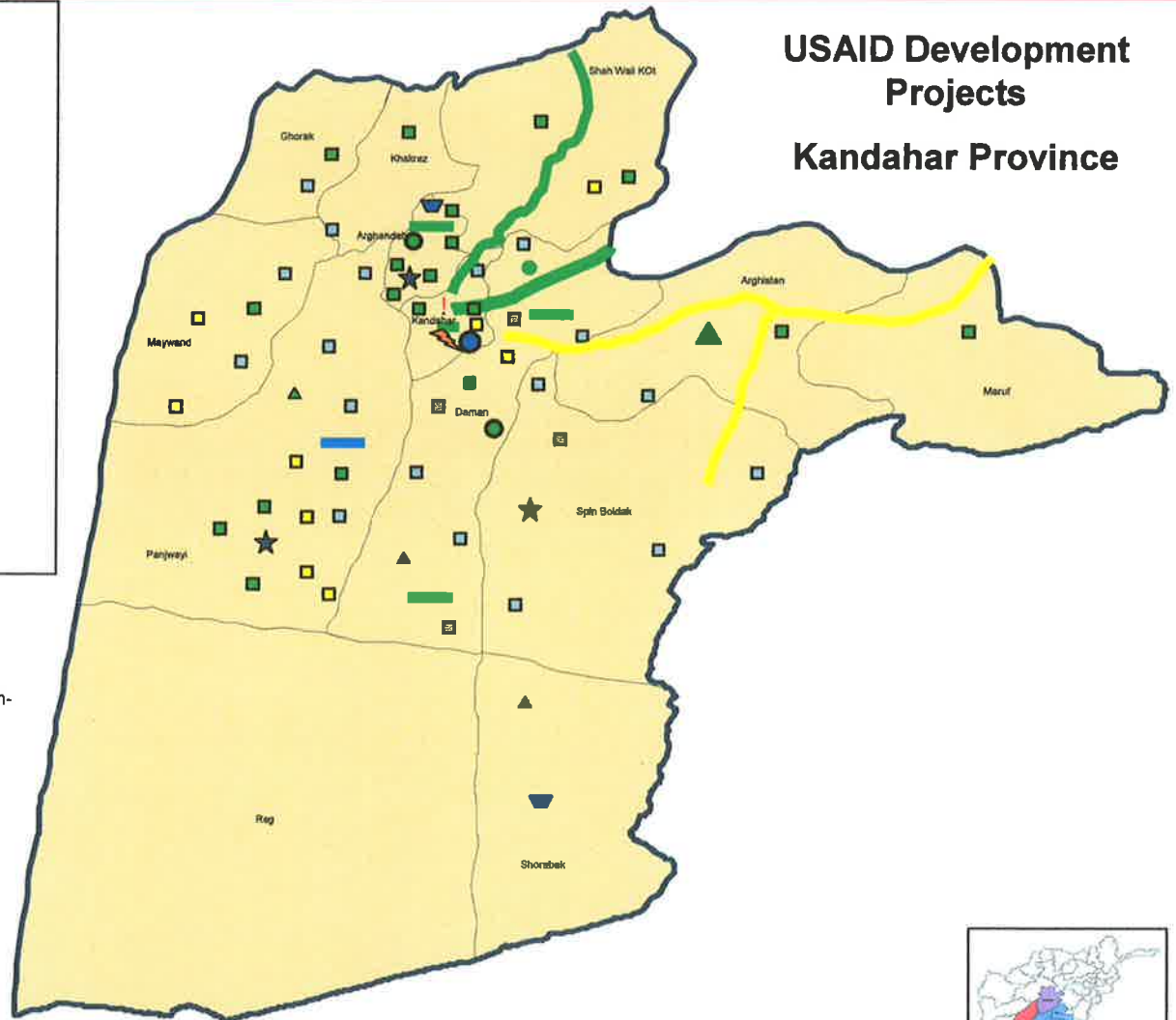
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## LEGEND

- District Judicial Facility (Completed)
- District Government Buildings
- Kandahar – Tirin kot Road (Completed)
- Kabul – Kandahar Road (Completed)
- Spin Boldak – KDR – Shinkay Zabul (Under Design by USACE/UNOPS)
- Cobblestone Roads under ALP (Completed)
- Cobblestone Roads under ALP (Planned)
- Air Port Terminal Building Renovation (Completed)
- 18 REACH hospitals and comprehensive clinics (BPHS) (Completed)
- Health clinic construction/refurbishment (Completed/On-Going)
- School Construction, teacher training, and supplies (Completed/On-Going)
- 14 Power Generator Units (0.85 Mgw each) (On-Going)
- Agricultural Input & Education training (Completed)
- River & Water Harvesting – Check Dams (Completed)
- Afghanistan Independent News Radlo (Completed)
- Improved Seed & Fertilizer Distribution (Completed)
- Production Wells & Water Intake (Completed)
- Province Center & PRT Location

### 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)



## USAID Development Projects Kandahar Province



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

**USAID Est. Investment to Date is \$ 49 million** (Excluding New Bridges Cost).








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## USAID Development Projects

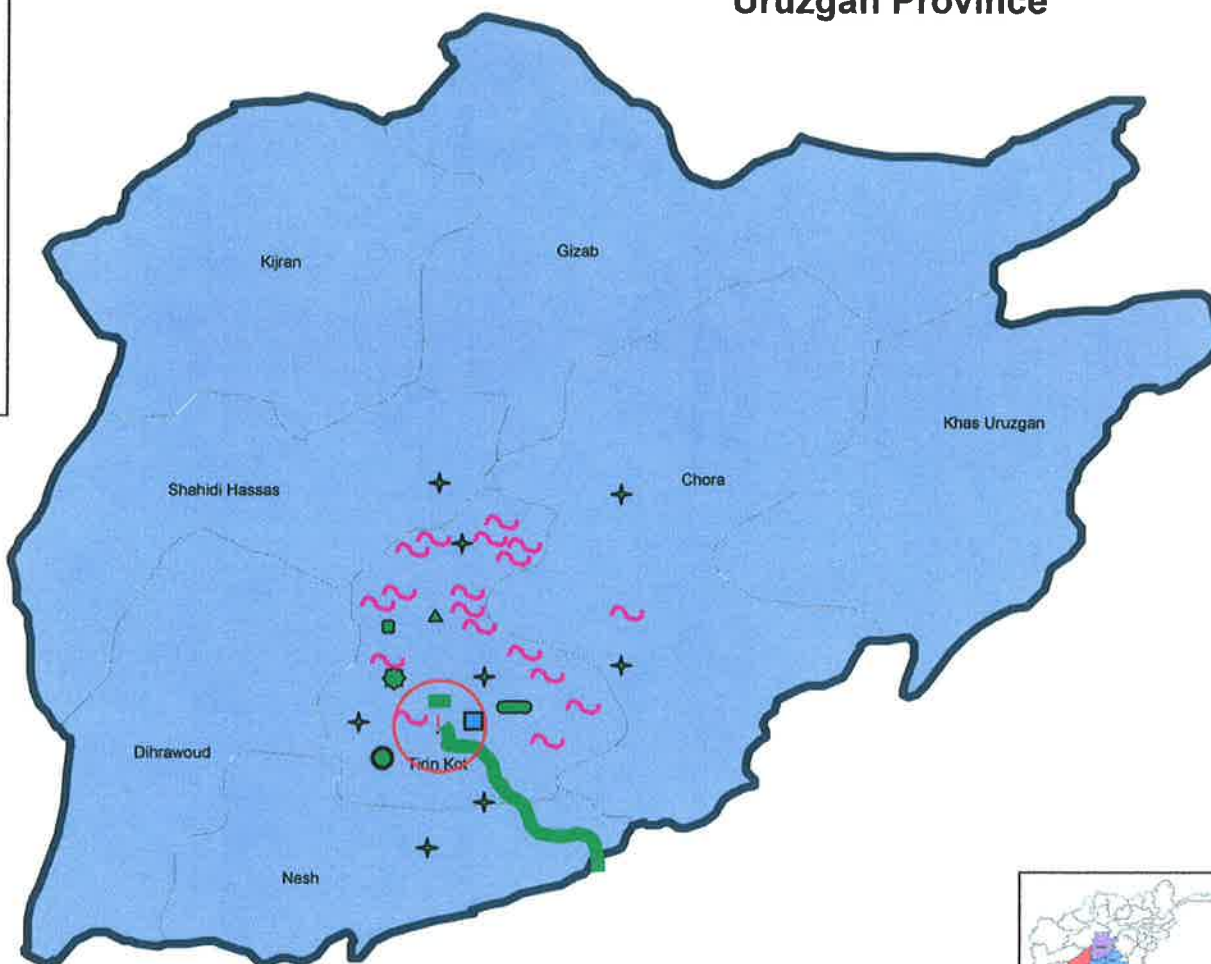
### Uruzgan Province

#### 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 ALP)
  - 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 ALP
- 73 Wells dug or deepened throughout the Province (Completed)



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

**USAID Est. Investment to Date is \$ 6.3 million.**



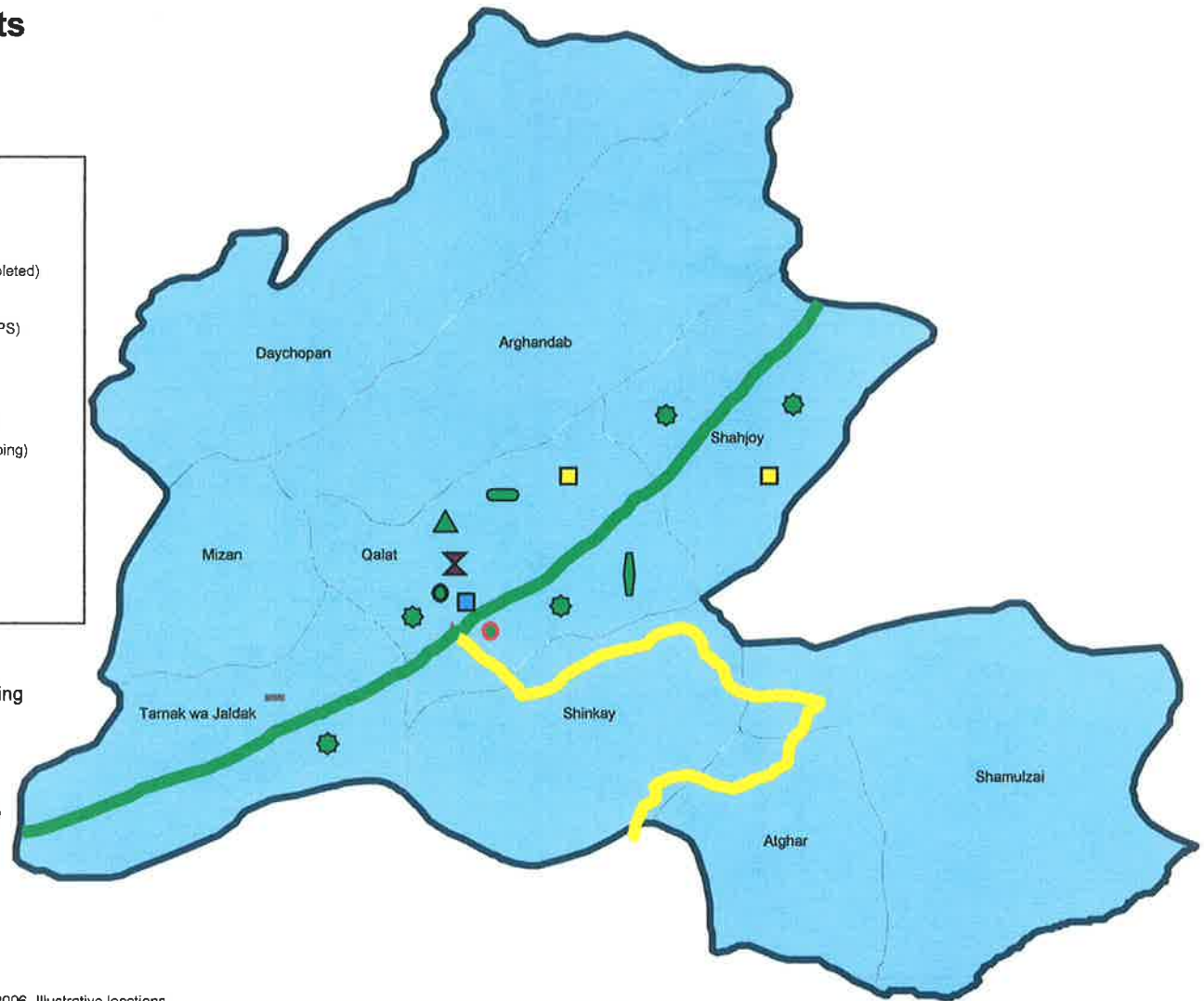
## USAID Development Projects Zabul Province

### LEGEND

- Courthouse/Prosecutors' Office Construction (On-Going)
- Provincial Department of Woman Affairs Ministry Establishment (Completed)
- Kabul – Kandahar Road (Completed)
- Qalat – Shamulzai–Atgher–Kandahar (Under Design by USACE/UNOPS)
- Tarnak 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.**



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## *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.





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## ***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.



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## *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**

- 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
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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.





*The Southern Strategy*

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