19. Regional Security [248]

Commitment:

“We reaffirm the importance of economic and social development along with counter-terrorism measures in the Afghanistan-Pakistan border region, which can play a critical role in bringing lasting peace, stability and security to this region. To this end, we are committed to further strengthening the coordination of our efforts in the border region in cooperation with the respective countries, international organizations, and other donors.”

G8 Leaders Statement on Counter-Terrorism

Assessment:

<table>
<thead>
<tr>
<th>Country</th>
<th>Lack of Compliance</th>
<th>Work in Progress</th>
<th>Full Compliance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Canada</td>
<td></td>
<td></td>
<td>+1</td>
</tr>
<tr>
<td>France</td>
<td>0</td>
<td></td>
<td>0</td>
</tr>
<tr>
<td>Germany</td>
<td>0</td>
<td></td>
<td>0</td>
</tr>
<tr>
<td>Italy</td>
<td>-1</td>
<td></td>
<td>0</td>
</tr>
<tr>
<td>Japan</td>
<td>-1</td>
<td></td>
<td>0</td>
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<tr>
<td>Russia</td>
<td>0</td>
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<tr>
<td>United Kingdom</td>
<td></td>
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<td>+1</td>
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<tr>
<td>United States</td>
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<td>+1</td>
</tr>
<tr>
<td>European Union</td>
<td>-1</td>
<td></td>
<td>0</td>
</tr>
</tbody>
</table>

Average Score 0

Background:

The Afghanistan-Pakistan border region has been an area of concern for some time. The disputed border, also known as the Durand Line, artificially divides the Pashtun people, and cuts through an area of limited government control. On the Pakistani side, the region is known as the Federally Administered Tribal Area. The area is seen by many as a breeding ground for political extremism that destabilizes both countries.

The G8 first confirmed its general support for Afghanistan’s Transitional Authority at a G8 Foreign Ministers’ meeting on 12 June 2002. At the same meeting, G8 members pledged to give “the security sector in Afghanistan a special focus in the G8 work on

conflict prevention." In addition, the G8 affirmed its support for the UN Assistance Mission in Afghanistan (UNAMA) and the Afghan authorities’ mission to eradicate the opium trade.

G8 summits in 2004 and 2005 saw further discussion on Afghanistan. The President of Afghanistan, Hamid Karzai, was a guest at the 2004 Sea Island Summit, where the drug trade and the need for continued international support were discussed. At the 2005 Gleneagles Summit, G8 leaders briefly discussed Afghanistan and expressed support for restoration of the rule of law, security, and counter-narcotics efforts.

At the 2007 Heiligendamm Summit, G8 members affirmed the importance of reducing poverty and engaging the private sector to integrate the border regions of Afghanistan and Pakistan into the global economy. To render the border region’s population “immune to terrorist propaganda and recruitment,” the summit report concluded, the economic development strategy would need infrastructure investment, a growth in employment opportunities, professional training, greater trade, and an expansion of public services.

At the June 2008 G8 Foreign Ministers’ meeting, the G8 reaffirmed its commitment to the reconstruction and development of Afghanistan and called on Afghanistan and Pakistan to continue cooperation through dialogue.

Commitment Features:

Members have committed to supplement counter-terrorism measures in the Afghanistan-Pakistan border region with coordinated economic and social development programs. Programs must specifically pursue economic and social development. Security initiatives that create a better environment for development do not constitute compliance in this case. We recognize that due to instability in the region, many development programs are still in the planning stages. Compliance based on cooperation in planning future

endeavours requires meaningful and productive conversations between G8 member states, the respective countries, international organizations, and other donors.

**Scoring:**

<table>
<thead>
<tr>
<th>Score</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>-1</td>
<td>Member does not discuss social and economic development programs with other G8 member states, the respective countries, international organizations and/or other donors.</td>
</tr>
<tr>
<td>0</td>
<td>Member discusses social and economic development programs with other G8 member states, the respective countries, international organizations and/or other donors <strong>BUT</strong> no new projects or plans emerge from the discussion.</td>
</tr>
<tr>
<td>+1</td>
<td>Member discusses social and economic development programs with other G8 member states, the respective countries, international organizations and/or other donors <strong>AND</strong> the discussions result in the announcement or implementation of a new project or program in the region.</td>
</tr>
</tbody>
</table>

*Lead Analyst: Egor Ouzikov*

**Canada: +1**

Canada has fully complied with its commitment to pursue social and economic development in the Afghanistan-Pakistan border region. Canada has hosted workshops between the countries and engaged in discussions on development, and has launched at least one development project in the border region.

Canada is heavily engaged in Afghanistan, and maintains detailed objectives and priorities for the border region. One objective for 2011 relates to social and economic development: “Canada expects that Afghan institutions, in cooperation with Pakistan, will exercise stronger capacity to manage the border and foster economic development in the border area.”

In the short run, Canadian authorities have hosted workshops with Pakistani and Afghan officials. Thanks to this initiative, Afghan and Pakistani border posts to have harmonized working hours and remain open seven days a week. This should ease the flow of goods across the border promoting economic development in the region.

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Although Afghanistan suspended bilateral meetings with Pakistan in July 2008, there was an agreement as of September 2008 to resume these meetings as well as trilateral discussions between Afghanistan, Pakistan, and the International Security Assistance Force.

One of Canada’s development priorities in Afghanistan is education. Over the next three years, CAD12 million will go towards building or improving 50 schools in Kandahar province. At least nine schools included in the program are in the border region, specifically Spin Boldak, an Afghan border town.

Through the Kandahar Provincial Reconstruction Team, the Canadian government is working with the Afghan and Pakistani governments to develop an infrastructure target for the border region. So far, the project has focused on assessing infrastructure needs.

On 31 March 2009, Canada participated in a one day International Conference on Afghanistan in The Hague. The meeting’s Final Declaration acknowledged the promotion of regional trade, improved customs services and clearer infrastructure projects as top priorities to be addressed.

Thus, Canada has been awarded a score of +1.

Analyst: Jesse Sperling

France: 0

France has partially complied with its Hokkaido-Toyako Summit commitment to pursue social and economic development in the Afghanistan-Pakistan border region. Although it has facilitated discussions on development between Afghanistan and Pakistan, France has not initiated any development programs in the border region.

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France hosted a meeting in Paris on 14 December 2008 between Afghanistan and its immediate neighbours, excepting Iran. The agenda included discussion of how other states in the region could assist in reinforcing the economic development of the country. Reports from the meeting, however, have focused more on security issues rather than economic development.

France’s objectives in Afghanistan include the pursuit of a heightened effort in regional cooperation and coordination of international structures, according to the Project de Loi de Finance 2009 budget, released in October 2008. This objective is in line with the 2006 Afghanistan Pact, which emphasizes a secure environment as a precondition for economic and social development.

On 31 March 2009, France participated in a one-day International Conference on Afghanistan in The Hague. The meeting’s Final Declaration acknowledged the promotion of regional trade, improved customs services and clearer infrastructure projects as some of the top priorities to be addressed. French Foreign Affairs Minister Bernard Kouchner’s speech at the Conference underlined the French government’s priority of strengthening regional cooperation, especially between Afghanistan and Pakistan, and urged the Afghan and Pakistani authorities to determine a date for a regional economic conference.

On 14-16 May 2009, a French delegation including Minister Kouchner visited Afghanistan. The minister participated in a *shura*, a traditional meeting with community...
representatives.\textsuperscript{1440} Afghan participants spoke in part about economic development. The trip did not focus specifically on the border region, however.\textsuperscript{1441}

Thus, France has been awarded a score of 0. France has discussed economic and social development with relevant actors, but has not initiated any development programs in the Afghanistan-Pakistan border region.

\textit{Analyst: Jesse Sperling}

\textbf{Germany: 0}

Germany has complied with its Hokkaido-Toyako Summit commitment to pursue social and economic development in the Afghanistan-Pakistan border region. Germany has increased support for Afghanistan’s police force, as well as its own military presence. Furthermore, it has supported numerous civilian infrastructure projects and promoted dialogue between Afghanistan and Pakistan on development.

Germany hosted discussions between Pakistan and Afghanistan in September 2008.\textsuperscript{1442} Announcements about the initiative referenced the 2007 Joint Statement by the Foreign Ministers of the G8 and the Foreign Ministers of Afghanistan and Pakistan on the G8 Afghanistan-Pakistan initiative. This document calls for, among other things, more interaction between parliamentarians in order to promote a number of objectives, including “economic growth and opportunity.”\textsuperscript{1443}

Germany has argued that security must precede reconstruction. At the opening ceremony of the 54th General Assembly of the Atlantic Treaty Association on 10 November 2008, German Chancellor Angela Merkel emphasized that security and reconstruction in Afghanistan are “inseparably linked.” She said Germany will contribute to the reconstruction efforts, but it “can only do so through a partnership.”\textsuperscript{1444} Merkel did not specifically address development in the border region.

Thus, Germany has been awarded a score of 0. Germany’s primary focus in Afghanistan and Pakistan has been reinforcing security, but it has hosted talks aimed in part at promoting economic development.

Italy: -1

Italy has failed to comply with its Hokkaido-Toyako Summit commitment to pursue social and economic development in the Afghanistan-Pakistan border region. Italy’s actions on Afghanistan, while numerous, have focused exclusively on security and counter-terrorism.

Italy’s limited development work in Afghanistan is not concentrated in the Afghanistan-Pakistan border region. The Italian government is providing support in the form of experts and resources in order to reform the justice system and build institutions. Italy has also transferred EUR2.7 million to a programme for the training and development of businesswomen in Kabul.1445

The Italian government has expressed a desire to use its presidency of the G8 in 2009 to help find a regional solution to the Afghanistan conflict. At the L’Aquila Summit, a side meeting on Afghanistan will involve representatives from Afghanistan as well as Pakistan, Saudi Arabia, the United Arab Emirates, Egypt and Turkey. In February, Italy also extended an invitation to Iran.1449

Thus, Italy has been awarded a score of -1. While it has pursued international cooperation and economic development for Afghanistan, its efforts have not focussed on the Afghanistan-Pakistan border region.

Analysts: Dmitry Goldman and Anna Vekshina

Japan: -1

Japan has failed to comply with its Hokkaido-Toyako Summit commitment to pursue social and economic development in the Afghanistan-Pakistan border region. Despite engagement with security issues and general statements in favour of development, Japan has not engaged specifically with social and economic development in the Afghanistan-Pakistan border region.

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On Afghanistan, Japan has focused on security and stability. During the Hokkaido-Toyako Summit, Japanese diplomats said that “promoting economic development and stabilizing the lives of people in poverty is the key to eradicating terrorism in Afghanistan.”1450 Japan, already one of the largest donors to Afghanistan, has offered USD1.4 billion for improvements in law and order and reconstruction. 1451

During a symposium at the Afghan Embassy in Tokyo on 11 November 2008, Tadahiro Abe, the Foreign Ministry’s top official charged with coordinating assistance to Afghanistan, said that “the realization of stability and development in Afghanistan is indispensable,” and pledged that “Japan would continue contributing to the reconstruction of the war-torn country.”1452 Abe did not specifically mention the Afghanistan-Pakistan border region.

On 31 March 2009, Minister for Foreign Affairs Hirofumi Nakasone participated in the International Conference on Afghanistan in The Hague and reaffirmed Japan’s support for Afghanistan’s National Development Strategy.1453 So far, Japan’s development work appears to be concentrated in central and northern regions of Afghanistan, however. Nakasone called on the international community to “make pledges of generous assistance” for the stabilization of Pakistan, which is “crucial” for the development of Afghanistan.1454

To mobilize financial support for the stabilization and development of Pakistan, Japan and the World Bank co-hosted the Pakistan Donors Conference on April 17 2009.1455 This resulted in a pledge of over USD5 billion, including USD1 billion from Japan, in assistance for Pakistan over the next two years.1456 The Afghanistan-Pakistan border region, however, has not been specifically mentioned by Japan.

Thus, Japan has been awarded a score of -1. Though Japan has held released statements about the importance of development in Afghanistan, it has not addressed social and economic development in the border region since the 2008 summit.

Analyst: Djustin Park

Russia: 0

Russia has partially complied with its Hokkaido-Toyako Summit commitment to pursue social and economic development in the Afghanistan-Pakistan border region. Russia has discussed economic and social development programs with G8 member states, the respective countries and international organizations, and has contributed to social and economic restoration of the region.

Minister of Foreign Affairs Sergey Lavrov paid a working visit to Kabul on 16 March 2009, where he held talks with the President of Afghanistan and other officials. Prospects for intensifying Russian participation in Afghan economic rehabilitation projects were discussed.\textsuperscript{1457} Reports from the meeting did not mention the Afghanistan-Pakistan border region.

In the statement on behalf of the Shanghai Cooperation Organization (SCO) at the Plenary Meeting of the 63rd Session of the UN General Assembly on the Situation in Afghanistan on 20 November 2008, Vitaly Churkin, Permanent Representative of Russia to the UN, stressed that durable peace and stability in Afghanistan would only be possible if security measures were backed by social and economic development. He declared the SCO Member States’ intention to further develop their diversified cooperation with Afghanistan, including within the implementation of projects for socio-economic recovery and development.\textsuperscript{1458}

A special SCO conference on Afghanistan was held in Moscow on 27 March 2009. The SCO member states (Russia, Kazakhstan, China, Kyrgyzstan, Tajikistan and Uzbekistan) observer states (India, Iran, Mongolia and Pakistan) Afghanistan, Turkmenistan, Turkey, the G8 member countries, the UN and its specialized agencies, the Commonwealth of Independent States, the Collective Security Treaty Organisation (CSTO), the EU, NATO, the OSCE, the Organisation of the Islamic Conference (OIC) and the Conference on Interaction and Confidence-Building Measures in Asia (CICA) took part in the conference.\textsuperscript{1459}

In the Declaration of the Conference the participants “expressed conviction that the successful combat against terrorism, production and trafficking of narcotics and organized crime in Afghanistan and the region requires a due combination of enforcement and administrative methods, accompanied by targeted social and economic

programs.” They also declared support for transregional projects that were aimed at comprehensive regional development. Many conference participants have also affirmed the readiness to give assistance to the economic and social reconstruction of Afghanistan on an increasing scale.

The Plan of Action adopted after the Conference stated that “the SCO Member States will further develop their bilateral trade and economic cooperation with Afghanistan, engagement in international efforts to provide assistance in its economic recovery, and will explore opportunities for implementing joint projects aimed at social and economic rehabilitation of this country.” In organizing this forum, Russia has partially complied with the commitment.

Minister Lavrov participated in the International Conference on Afghanistan in The Hague on 31 March 2009, and supported “a comprehensive approach combining the struggle against terrorism and narco-crime with the measures for the economic and social reconstruction of Afghanistan.” Minister Lavrov did not mention the Afghanistan-Pakistan border region in his remarks.

Russia has continued to develop bilateral economic relations and render assistance to Afghanistan. According to the Russian Deputy Minister of Foreign Affairs Alexei Borodavkin “the priority direction of Russian aid to Afghanistan and bilateral economic cooperation with the country is the restoration of the energy industry, transport, and education and health care systems.” According to the Russian Foreign Minister Russia is considering the possibility of carrying out energy and transport projects in Afghanistan.

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in cooperation with the US.\(^{1466}\) It is not clear whether any of these projects will be located in the Afghanistan-Pakistan border region.

Russia has participated in and hosted several events on social and economic development of the Afghanistan-Pakistan border. Thus, it has been awarded a score of 0.

*Analyst: Mark Rakhmangulov*

**United Kingdom: +1**

The United Kingdom has fully complied with its Hokkaido-Toyako Summit commitment to pursue social and economic development in the Afghanistan-Pakistan border region.

On 21 August 2008, Prime Minister Gordon Brown announced USD140 million in aid to improve education in Afghanistan.\(^{1467}\) The UK also set aside USD120 million in development assistance, including money for teachers.\(^{1468}\) There is no evidence that this assistance will be disbursed in the volatile Afghanistan-Pakistan border region, however.

Some of the UK’s development work has been concentrated in the border region, however. The British Ministry of Defence has reported that on 4 February 2009, Royal Naval Reservist Leading Hand Richard Byrne was deployed to Helmand Province in Afghanistan.\(^{1469}\) He used his knowledge of agricultural development to assist Helmand’s farmers in growing crops – other than poppy – that will provide food for the population.\(^{1470}\)

Further, the Department for International Development’s 2009 country plan for Afghanistan identifies Helmand Province as a priority. DFID has promised to create employment opportunities in the region “by investing in agriculture and by building vital infrastructure including new roads and better electricity supply in Helmand.”\(^{1471}\)

The Civil-Military Co-operation group (CIMIC) links the British military effort on the ground to the broader strategy of carrying out reconstruction and development.\(^{1472}\) The CIMIC allows military teams to operate in areas that are not safe for typical humanitarian agencies.\(^{1473}\) A report on 13 March 2009 by the Ministry of Defence indicated that a joint British and Danish Military Stabilization Support Team is working in Helmand province to provide reconstruction and development for the Afghan civilians.\(^{1474}\) Efforts have focused on construction of small bridges and wells, ensuring clean drinking water, as well as bigger construction projects for water towers, roads, parks, and refurbishing schools, health clinics and hospitals.\(^{1475}\) The CIMIC works in cooperation with Afghan authorities.\(^{1476}\)

In background material for the December 2008 Queen’s Speech, the UK government mentioned, in passing, development in the border region. A press release reads, “The Government of Pakistan has stated its commitment to implementing a comprehensive strategy for tackling violent extremism in the tribal belt, combining security measures with political reform and economic development. We are working to help them with this.” The excerpt indicates a commitment to development in the region.

Thus, the UK has been awarded a score of +1. The UK is engaged in a number of projects to promote economic and social development in the Afghanistan-Pakistan border region.

Analyst: Dmitry Goldman

**United States: +1**

The United States has fully complied with its Hokkaido-Toyako Summit commitment to pursue social and economic development in the Afghanistan-Pakistan border region. The US has frequently discussed supplementing counter-terrorism measures in the Afghanistan-Pakistan border region with social and economic development programs,

and within this compliance cycle, has funded and supervised a number of development projects in the region.

In this compliance cycle, the US has developed programs in the Afghan border province of Kunar. Kunar is generally considered too volatile for civilian aid workers. American military personnel in charge of reconstruction say, however, that USD82 million’s worth of development projects are already underway or planned for the near future.

On May 2009, President Barack Obama directly addressed development in the border region. “We must [...] meet the threat of extremism with a positive program of growth and opportunity,” he said. “That's why my administration is working with members of Congress to create opportunity zones to spark development. That's why I'm proud that we've helped advance negotiations towards landmark transit-trade agreements to open Afghanistan and Pakistan borders to more commerce.”

Thus, the United States has been awarded a score of +1. The United States is actively pursuing development projects in the Afghanistan-Pakistan border region.

Analyst: Djastin Park

**European Union: -1**

The European Union has not complied with its Hokkaido-Toyako Summit commitment to pursue social and economic development in the Afghanistan-Pakistan border region. The EU has engaged in dialogue with other governments and organizations to support development in Afghanistan as a whole, but has not focused on the border.

On 16 March 2009, the Council of the EU External Relations “reaffirmed its long-term commitment” to Afghanistan, supporting dealing with development, prevention of drug trafficking, governance and security, as well as a broader regional approach, including Pakistan. The statement did not specifically mention the Afghanistan-Pakistan border region, however.

In a speech delivered on 24 April 2009, European Commissioner for External Relations and European Neighbourhood Policy Benito Ferrero-Waldner noted that it was necessary to have “credible government structures which inspire the trust and loyalty of citizens” in

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Afghanistan.\textsuperscript{1481} To this end, the European Commission contributed EUR40 million to fund the Afghan election.\textsuperscript{1482} It also supported the improvement of capacity for the judicial system.\textsuperscript{1483} These initiatives do not constitute with this commitment, however, as they do not directly tackle economic and social development.

Thus, the European Union has been awarded a score of -1. Although the EU has engaged in discussions on development in Afghanistan in general, it has not discussed development specifically in the Afghanistan-Pakistan border region.

\textit{Analyst: Aberdeen Berry}

