



Information Paper

Ministry of Defense: A Year in Review

23 January 2011

Executive Summary: Over the past year, the Ministry of Defense has made substantial changes to increase accountability, improve efficiency, and build security. Minister Wardak has instituted significant leadership changes, reformed policy, and laid a solid foundation to assume responsibility for Afghanistan’s security in 2014. Change is supported by new laws such as the Inherent Law on Officers and Non-Commissioned Officers to improve personnel policies and new regulations to improve retention, information sharing, and cooperation. The Ministry of Defense is achieving Afghan National Security Forces growth goals, while improving training and professionalism. At the same time, perception of the Afghan National Army among Afghans is becoming increasingly positive.

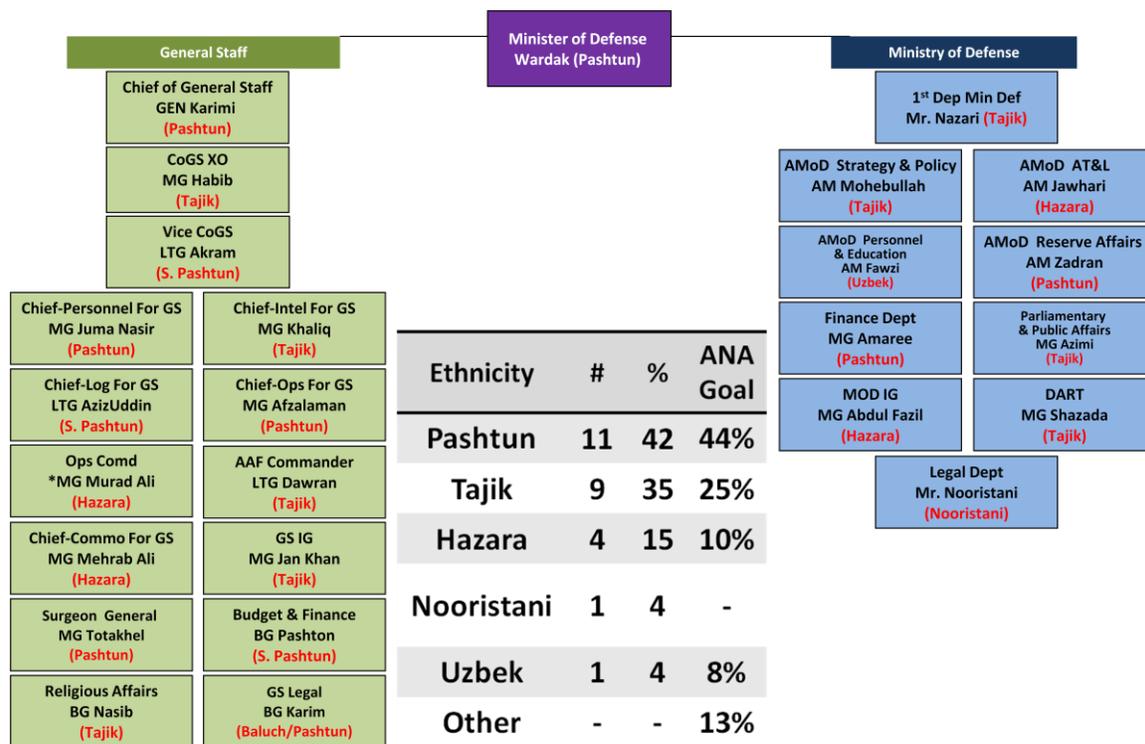
Building a Representative National Army

Since appointed in 2004, Minister Wardak remains focused on professionalizing the Afghan National Army (ANA) and improving the ethnic balance in the Ministry of Defense (MOD). Minister Wardak and the Chief of General Staff (CoGS) General Karimi continually emphasize the need for competent, effective leadership, dedicated to building a secure, stable Afghanistan as the ANSF prepares to assume the security lead by 2014. As the table depicts, MOD continues efforts to build an ANA that represents the ethnic composition of Afghanistan.

| | Pashtun | Tajik | Hazara | Uzbek | Others |
|--|----------------|--------------|---------------|--------------|---------------|
| Officer | 42.16% | 40.98% | 7.58% | 4.08% | 5.21% |
| NCO | 48.78% | 37.63% | 8.47% | 3.50% | 1.62% |
| Soldier | 43.42% | 30.11% | 10.43% | 8.54% | 7.50% |
| Total Force | 44.70% | 33.38% | 9.58% | 6.68% | 5.66% |
| MOD Goal based on National Proportion | 44% | 25% | 10% | 8% | 13% |

Looking at senior leadership position in the Ministry of Defense, Tajiks and Hazaras are now overrepresented at the expense of non-Pashtun minorities. It is important to note that Minister Wardak and Chief of the General Staff Karimi emphasize professionalism when making assignments.

Ministry of Defense Key Positions and Ethnicity



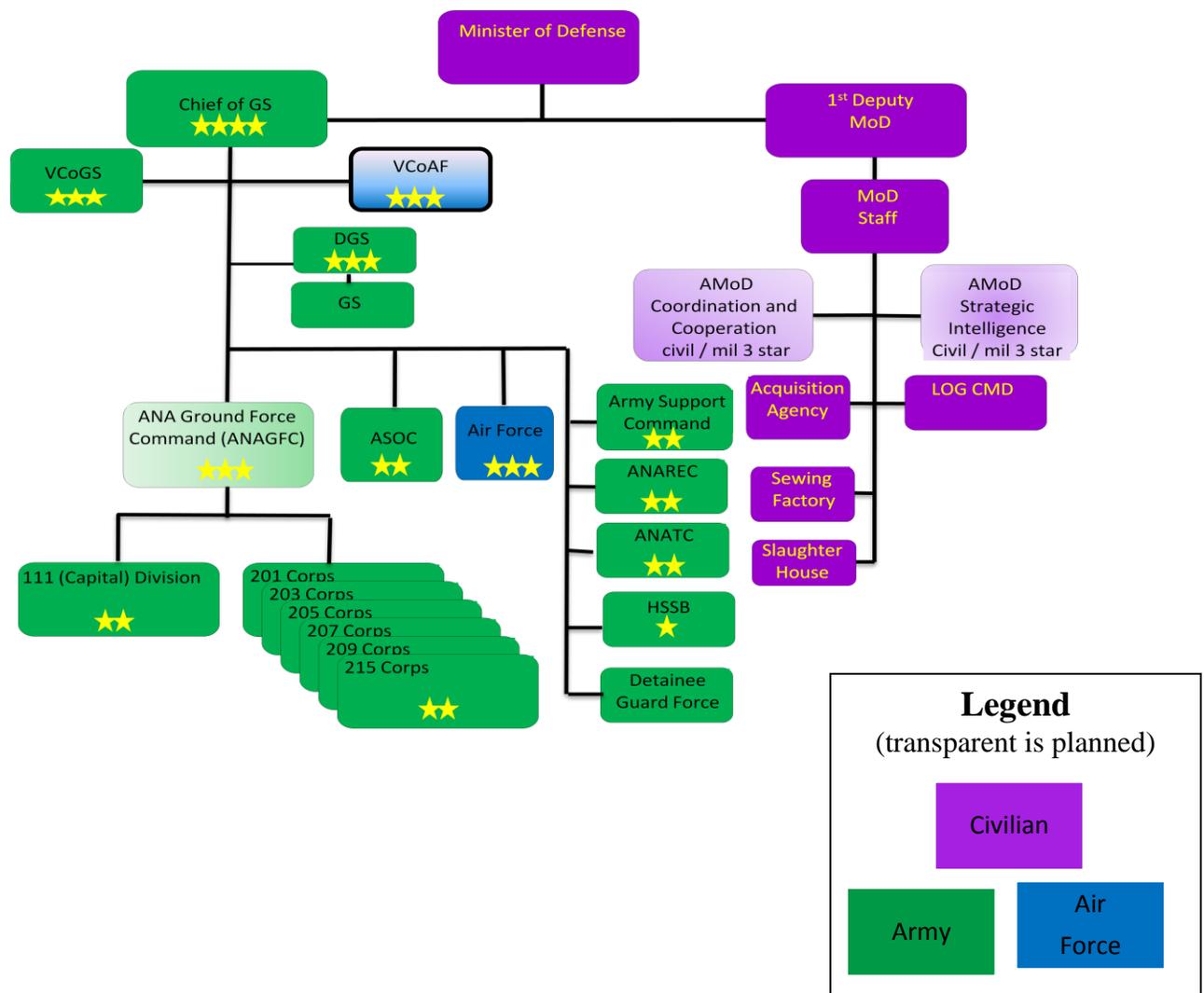
Providing New Leadership

Leading change in a time of war is difficult. Operational requirements often take precedence over strategic planning. Further, with 43 percent growth in the ANA in 2010, more leaders are needed as the force expands. To ensure the ANA has the leaders it needs, the MOD announced in December 2010 that it is conducting its first general officer selection board that will result in a major re-shuffling of general officers. Board members will include the First Deputy Minister, CoGS, Assistant Minister for Policy and Strategy, Assistant Minister for Acquisition, Technology & Logistics (AT&L), Assistant Minister for Personnel and Education (P&E), Assistant Minister for Reserve Forces, Deputy for Chief of the General Staff and the GSG1 Chairman will serve as the Secretary. The Board will submit a list of promotions, reassignments, and eligible retirees to Minister Wardak, the First Deputy, and General Karimi for review prior to receiving approval from the President of Afghanistan. Having a professional review board for personnel assignments is a key milestone in ANA development.

In addition to promotions, there will be approximately 30 active and 31 reserve general officer retirements later this year. These are the first retirements to occur under the new Inherent Law for Officers and NCOs and MoD Retirement Policy. Formal retirement and payment of a retirement pension to these retirees will mark a significant milestone for the ANA's personnel system and creates necessary upward mobility for rising younger officers in the ANA ranks.

Growing Capabilities

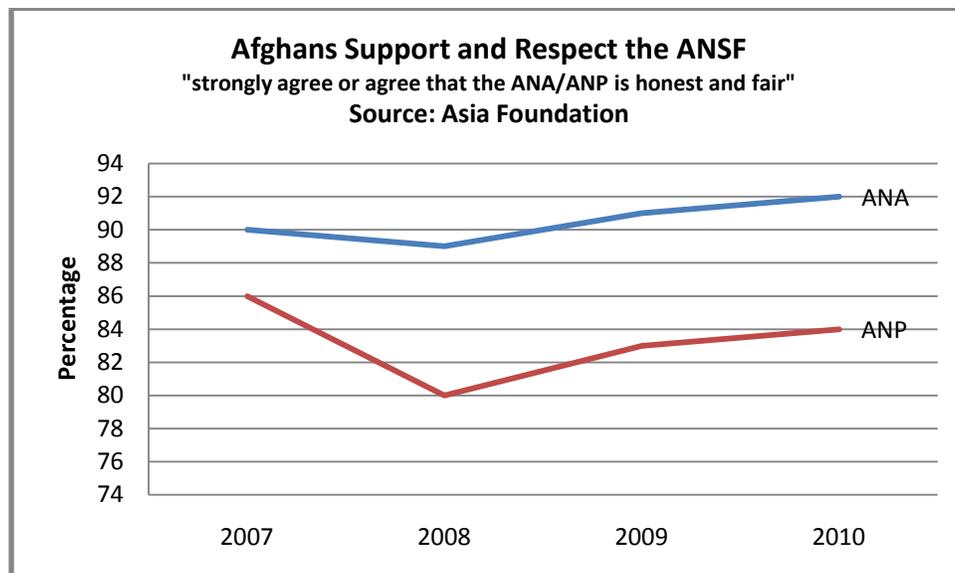
In August 2010, as part of an overall effort to increase autonomy within the ANA, President Karzai and Minister Wardak announced plans to create a Ground Force Command (GFC). The GFC's primary task is to counter the insurgency by protecting the people and enabling governance and development. This approach is designed to set the conditions for successful transition to full Afghan leadership of security operations. The GFC is scheduled to reach initial operational capability in October 2011 with full operational capability not before October 2012. The GFC will be modeled after the International Security Assistance Force (ISAF) Joint Command. GFC will be commanded by Lieutenant General Murad Ali Murad, who is one of four Hazara senior ANA leaders. The figure below depicts the new command structure.



Increasing Professionalism, Accountability, and Efficiency

The Minister of Defense continues to focus on improving the quality of ANA while growing the force. The most recent policy changes emphasize accountability, efficiency, security and an ethos of service through leader development. Minister Wardak aims to retain experienced, quality personnel who embrace their responsibilities to their country, its people, and their religion.

Over the last year, the ANA grew 43 percent from a force of 104,296 in January 2010 to a force of 149,553 in December 2010. At the same time the ANA is growing, polling data suggest that Afghans increasingly view it in a positive light. In the November 2010 Asia Foundation poll, 92 percent of Afghans viewed the ANA favorably.¹ This is consistent across four years of polling.



As the ANA grows, it is important the ministry has the requisite regulations to support growth, improve retention, and increase efficient. Table 1 on the succeeding page summarizes the major decrees that support MOD change. Additionally, in early January, Minister Wardak approved expeditionary pay to reward Afghan forces with combat rates.

¹ The methodology used was a multi-stage random sample of 6,467 in-person interviews with Afghan citizens 18 years of age and older, both women and men, all residing in Afghanistan. The sampling universe was divided into eight geographical regions consisting of 34 provinces. See <http://asiafoundation.org/country/afghanistan/2010-poll.php>

| Decree | Subject | Signed |
|--|---|----------------|
| ADSO | Requires enlisted soldiers, NCOS and officers to serve in the ANA for 3, 5, and 10 years, respectively. An additional 3:1 service obligation applies to education and training abroad. | 11 Aug 2010 |
| 65 | Presidential Amnesty for Deserters who return to duty by the end of the Solar Year. | 22 Aug 2010 |
| 467 | MOD GS internal review of roles, responsibilities, authorities and command structures w/ assistance from A5 and ANA Development to provide principles based phased approach for revision and update of 5001. | Oct 2010 |
| 528 | Attrition: Units with the highest attrition rates will be investigated. ANA leadership, ANAREC, local police, shuras, governors, district governors and tribal leaders, will extend maximum effort to locate and recall AWOL personnel. AT&L, G4, the Department of Installations Management and Control and other relevant offices will collectively improve the quality of food, clothing, lodging and medical care. Mod and GS Legal departments and IG departments will investigate ANA personnel who commit legal infractions. | 23 Nov 2010 |
| 530 | Recruitment: To conserve ANA strength levels, units will implement a 60% monthly re-contracting goal. GS will also receive inspection reports on all ANA units to ensure 30 leave policy is in effect and to identify and solve problems adversely affecting re-contracting. Assistant Ministry for Policy & Strategy is to develop a policy for a re-contracting bonus. | 25 Nov 2010 |
| 531 | AWOL soldiers will be dropped from rolls after 45 days. All units will have a trained reenlistment/re-contracting officer and adhere to policy. Each unit will assist ANAREC in reinstating NCOs and soldiers who have left. In turn, ANAREC must recruit at least 1200 NCOs and soldiers per month. All NCOs are required to complete team leader courses prior to receiving pay increases. | 25 Nov 2010 |
| 561 | Directs preparing for transition and performing without advisors. | 26 Nov 2010 |
| 4394 | Sends 150-200 qualified officers on two-month TDYs to training sites to serve as additional instructors and improve operation of training units | 27 Nov 2010 |
| 4402 | Implements POA decision to authorize Corps to be manned at 115 percent | 29 Nov 2010 |
| 4448 | Transfers medical logistics responsibilities from OTSG to AT&L to improve oversight | 01 Dec 2010 |
| 562 | Establishes senior board on assignments and retirements to allow for leadership growth within the MOD. | 11 Dec 2010 |
| 4512 | Tasks the G2 to prevent enemy influence within ANA units; Units should take necessary actions to increase unit readiness and limit vulnerabilities | 12 Dec 2010 |
| 382 | Counter-Intelligence: Directs intelligence and security organizations to adopt increased security measures to protect against insurgent attacks. | 12 Dec 2010 |
| Logistic Cooperation | Outlines procedures for sharing of assets and resources between MOD and MOI. | 14 Dec 2010 |
| 4663 | Provision of medical care for ANA personnel and their families | 19 Dec 2010 |
| 5001 | Chain of command, organization, functions, roles, and responsibilities for the MOD, ANA General Staff, and intermediate commands | Under Revision |
| Cross Ministerial Support Agreement | Cooperative agreement which helps each Ministry to maximize efficiency through sharing capabilities and resources in support of building overall security. | 22 Dec 2010 |
| 561 | Commission of assessment in preparation for transition. | 27 Dec 2010 |

Conclusion and Way Ahead

Minister Wardak is undertaking significant organizational change by creating the GFC and holding his commanders responsible for their unit's attrition, training, and operational effectiveness. Outside of change in MOD, there are several initiatives to improve cooperation between Interior and Defense. This includes MOD transferring small arms to MOI, formalizing joint training, and improving information sharing. The Ministers increasingly recognize the importance of approaching common problems such as attrition, pay, and training as an ANSF problem. The cross-ministerial agreement signed on December 22 is illustrative of this new cooperation.

In order to support ministerial development, NTM-A continues to provide advisors to key leaders. While the first year of NTM-A's existence focused on building combat forces to support counterinsurgency operations, the second year will focus on training the trainers to ensure Afghans can assume responsibility for the training infrastructure.