

United Nations



Nations Unies

Executive Office of the Secretary-General  
Cabinet du Secrétaire général

**#1 PRIORITY**

To: CDC (through DSG),

Please find attached for your review and SG's signature, a letter to the President of the Security Council transmitting NATO's final report on ISAF activities in Afghanistan.

AK

Political Unit  
28 November 2014

14-10986

Received in ODSG

28 November 2014

Seen by: PV

28 Nov 2014

RECEIVED

NOV 26 2014

14-10986

EXECUTIVE OFFICE  
OF THE SECRETARY-GENERAL

ACTION

COPY

AG

OSG/cac

Confidential

Note to Mr. Eliasson

**QUARTERLY REPORT TO THE SECURITY COUNCIL ON ISAF OPERATIONS**

1. Please find attached the final report by NATO on ISAF operations in Afghanistan. As is the usual practice, NATO has requested that the Secretary-General make the report available to the Security Council.
2. This will constitute the final report on ISAF activities in Afghanistan, with the withdrawal of ISAF forces to be complete by 31 December 2014. A subsequent NATO operation, Resolute Support Mission, is scheduled to commence operations on 1 January 2015.
3. We have also attached a draft letter from the Secretary-General to the President of the Security Council conveying the report, including copies in both English and French. I would be grateful if you could bring the draft letter to the attention of the Secretary-General for approval.



Jeffrey Feltman  
25 November 2014

PKG/04/004



SECRETARY GENERAL  
LE SECRÉTAIRE GÉNÉRAL  
Jens Stoltenberg

SG(2014)0457

24 November 2014

Dear Secretary General,

In accordance with UN Security Council Resolutions 1386(2001) and 2120 (2013), I attach a final report on ISAF operations. I would appreciate you making this report available to the UN Security Council.

You will recall that at NATO's Chicago Summit on 21 May 2012, the Government of Afghanistan invited NATO to continue its support beyond 2014. In particular, we agreed to work towards establishing a new NATO-led non-combat mission to train, advise and assist the Afghan National Security Forces. You will wish to know that we are finalising our plans to launch such a mission on 1 January 2015.

Yours sincerely,

A handwritten signature in blue ink, reading "Jens Stoltenberg". The signature is fluid and cursive, with a long horizontal stroke at the end. Below the signature, the name "Jens Stoltenberg" is printed in a small, black, sans-serif font.

Jens Stoltenberg

Annex

His Excellency  
Mr. Ban Ki-moon  
Secretary-General  
United Nations Headquarters  
United Nations Plaza 2  
New York, NY 10017



## **FINAL REPORT TO THE UNITED NATIONS ON INTERNATIONAL SECURITY ASSISTANCE FORCE (ISAF)**

### **1. Introduction**

- a. This report is in response to the request to the ISAF leadership under United Nations Security Council Resolution (UNSCR) 2120 (2013) that the final report on the implementation of the ISAF mandate should be a comprehensive one.
- b. ISAF was established under the authority of UNSCR 1386 (2001) initially to assist the Afghan Interim Authority in the maintenance of security in Kabul and its surrounding areas. It was also called upon to provide assistance to help the Afghan Interim Authority in the establishment and training of new Afghan security and armed forces.
- c. Over more than a decade, in accordance with successive UN Security Council resolutions, the ISAF mission has evolved. It has helped the Government of Afghanistan to establish new Afghan security and armed forces. And it has led operations to provide the necessary security for Afghanistan as its security institutions developed in capacity and capability. These efforts were in support of the wider international goal of rooting out terrorism.
- d. ISAF's achievements have enabled fundamental changes to take place in Afghanistan. ISAF and the Afghan National Security Forces (ANSF), together, have reduced the threat posed by Al-Qaida and its affiliates. The ANSF have made remarkable progress from an effective strength of virtually zero in 2001 to becoming a professional and capable force providing security across Afghanistan. They excel at the tactical level. Afghanistan has continued to make steady progress in developing the institutional capability necessary to direct and sustain the ANSF at the operational and strategic level. Since June 2013, the ANSF have been in the lead for security throughout Afghanistan, and are assessed as ready to assume full responsibility for security when ISAF concludes its mission at the end of 2014, as agreed with the Government of Afghanistan. Afghan capability in the security sector was ably demonstrated by the ANSF who, with minimal assistance, provided the security which facilitated the 2014 presidential and provincial council elections.
- e. This progress has come at a high cost to the 51 ISAF contributing nations who, as of November 2014, had sustained 31,773 casualties including 2,729 killed in action and 502 other fatalities.
- f. While ISAF's core objectives have been achieved, more remains to be done to develop self-sustainable and fully capable Afghan security forces. The ANSF still have capability gaps and development shortfalls, especially in the Air Force. Equipment procurement, financial management and accountability procedures need to improve. Endemic corruption persists. Further progress is required in the participation of women in security institutions and forces, in



securing women's rights, and in the protection of children in armed conflict, especially in eliminating the recruitment of child soldiers.

- g. In accordance with decisions taken at NATO's Chicago Summit in May 2012 together with the Government of Afghanistan, NATO and NATO partner countries will continue to provide training, advice, and assistance to the ANSF after 2014. This support is part of a broader effort by the International Community to help the Government of Afghanistan sustain the ANSF, including financially.

## **2. Achievements of the Mission**

- a. In August 2003, NATO assumed responsibility for the ISAF operation and, in October 2003, UNSCR 1510 expanded ISAF's Kabul-centric operation to the entire country.
- b. The expansion of ISAF occurred in four stages through the establishment of Regional Commands and the establishment of Provincial Reconstruction Teams throughout the country. The Provincial Reconstruction Teams consisted of military and civilian personnel carrying out a range of activities to support the development of security, governance and the economy in different parts of Afghanistan. Stage 1 of ISAF's expansion started during December 2003 in Kunduz Province. By 1 October 2004, ISAF had expanded its presence to Mazar-e-Sharif, Meymana, Feyzabad and Baghlan, resulting in the establishment of Regional Command North. The establishment of Regional Command West formally began on 31 May 2006 when ISAF assumed responsibilities in relation to the Provincial Reconstruction Teams in Herat and Farah, as well as the forward support base in Herat. Further Provincial Reconstruction Teams were established in Uruzgan and Bamyan, Ghor and Baghdis Provinces. ISAF also provided 2,000 additional troops to support the September 2005 provincial and parliamentary elections. Stage 3 expanded the ISAF mission into the South in 2006. On 31 July 2006, Regional Command South assumed security responsibility for six provinces, almost doubling the forces under ISAF to about 20,000 personnel.
- c. Stage 4 of the ISAF expansion occurred on 5 October 2006, when international forces in the remaining eastern provinces transferred to ISAF, creating Regional Command East and adding another 15,000 troops to the mission. In that year, ISAF started fielding Operational Mentoring and Liaison Teams to provide direct assistance to Afghan National Army units operating alongside ISAF forces. In June 2007, the European Union Police mission began operations to develop specialised law enforcement skills in the Afghan National Police. A comprehensive approach to the development of the ANSF as a whole was critical as neither the Afghan National Army nor the Afghan National Police could secure the population at the time, even with assistance from ISAF.
- d. 2008 marked a significant change in the conduct of the campaign. A full counter-insurgency approach was implemented to integrate the use of conventional and special operations forces for security, with a greater focus



on sub-national governance and economic development. This shift coincided with a marked increase of personnel committed to the ISAF mission and included the initiation of operational and tactical coordination of military campaign plans and operations with the Afghan Ministries of Defence and Interior and all Afghan National Security Forces senior headquarters. ISAF also increased its formal coordination with the Afghan Government's Independent Directorate of Local Governance and the United Nations Assistance Mission Afghanistan.

- e. The establishment in 2009 of three key headquarters was strategically decisive in improving the coherence and impact of ISAF operations and activities. First, the establishment of the ISAF Joint Command provided a single headquarters to focus on the operational level planning, synchronisation and execution of counter-insurgency operations in coordination with Afghan National Security Forces and regional and local government authorities. This allowed ISAF Headquarters to focus on strategic-level planning and coordination with the Afghan Government, Afghan Security Institutions and the International Community represented in Afghanistan. Second, the NATO Training Mission in Afghanistan, combining and building on existing international efforts and structures, provided a single focal point for advice to the ANSF, incorporating security force assistance to Afghan National Police and Afghan Security Institutions for the first time under ISAF responsibility. Other advisory efforts that complemented the NATO Training Mission in Afghanistan came from ISAF Special Operations Forces, and from the NATO Special Operations Component Command-Afghanistan, also newly established, which provided training and advisory support to Afghan Security Institutions, Afghan Special Police Units, and Afghan Special Operations Forces. These advisory efforts were strategically decisive in building the ANSF into a credible security force that could both secure the Afghan people and counter the insurgency.
- f. Following a comprehensive assessment in the late summer of 2009, the ISAF campaign plan was revised to include the newly established headquarters and several other initiatives that were undertaken to improve support to the development of Afghan governance capacity, to counter corruption, and to improve the rule of law in Afghanistan. This comprehensive assessment also led to a significant increase over several years of military forces as well as civilian advisors, the latter focused on building Afghan government capacity at national and sub-national levels. In 2010, NATO in conjunction with the Afghan Government decided to develop a plan for a security transition whereby, based on a joint assessment process, the lead responsibility for security operations would be gradually transferred from ISAF to the Afghan National Security Forces. The plan foresaw periodic joint assessments which would allow demi-annual tranches of selected provinces and districts which had met pre-set criteria to be transferred. The first phase of the five-phase process began in March 2011.
- g. On 18 June 2013, President Karzai announced the fifth and final tranche of security transition at which point the ANSF assumed lead security responsibility throughout the country for all of Afghanistan's 30 million citizens. In the year that followed, the ANSF successfully secured all of the



major population centres in Afghanistan, in addition to securing the November 2013 Loya Jirga, the Ghazni Islamic Festival in February 2014, and the April 2014 and June 2014 Afghan elections. The ANSF's increased capability, and its demonstrated ability to prevail even when heavily engaged, enabled the progressive reduction of the ISAF force. By the final month of its mission, December 2014, ISAF will have reduced from a high of over 130,000 personnel in 2011 to fewer than 15,000.

- h. By November 2014, the ANSF were leading 99% of all operations and carrying out over 90% of their own training. The only unilateral operations that ISAF continued to conduct were ISAF force protection, route clearance and redeployment. The ANSF are responding effectively to the majority of security incidents and throughout 2013 they launched several successful operations to disrupt planned attacks in Kabul and elsewhere. 72% of Afghans report confidence in the Afghan National Police and 88% in the performance of the Afghan National Army; confidence in the Afghan National Police role in improving security rose 5% from 2012 to 2013. Confidence in the Afghan National Army's role in improving security rose 4% from 2012 to 2013<sup>1</sup>.

3. **Support provided to the Government of Afghanistan to improve and sustain Afghanistan's capacity and capability to address continued threats to its security, stability, and integrity**

*Training and mentoring the Afghan National Security Forces*

- a. The development of the Afghan National Army started in 2003 with the creation of a force that was initially expected to comprise 60,000 soldiers. The first ISAF efforts to build the Afghan National Security Forces began under the Provincial Reconstruction Teams, which focused on the long-term building of institutional capacity in the provinces where they were located. The focus of ANSF development in the first few years of the NATO Training Mission in Afghanistan was on the rapid growth of the force, followed by the professionalization of the force. Once built to size, the ANSF could develop the institutional capability necessary to link strategic plans and policy, and their associated institutional support functions, to the forces in the field. Because of operational urgency, the initial focus was on creating a force that could fight battles as a necessary first step towards developing the institutions that would enable the ANSF to win campaigns. The Afghan National Security Forces have grown from virtually zero to around 350,000, the strongest in Afghan history. They are on target to assume full responsibility for securing their own country at the end of 2014, as jointly agreed with the Afghan authorities at the NATO Summit in Lisbon in 2010 and reaffirmed at subsequent NATO Summits in Chicago in 2012 and Wales 2014.

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<sup>1</sup> 2013 Asia Foundation Survey, 5 Dec 13 (See Annex D for results)



***Empowering the Afghan National Security Forces by Providing Logistical Support/Capacity Building***

- a. One of the greater challenges facing the ANSF is developing an effective logistics and sustainment system. A lack of trained maintenance technicians and spare parts, and a logistics system that struggles to resupply units in the field, adversely affects every branch of the ANSF. The Afghan National Army has relied heavily on ISAF and contractors for logistic support but work is in progress to allocate a Combat Service Support kandak (battalion) to each army brigade.
- b. The ANSF has progressively assumed ownership of the maintenance and management of its assets. However, there remain significant concerns with respect to centralised logistics supply chain management, with cultural and procedural issues often proving an obstacle to efficient logistic processes. ISAF considers this issue to be a high priority and has aimed to develop logistic systems and management processes that will enable the ANSF to manage their own sustainment in the longer term.
- c. ISAF provided significant help to the ANSF by providing their initial equipment and training. After this, the Afghan security institutions became responsible for acquiring or maintaining any additional and/or replacement equipment. Capacity-building continues through ISAF logistics and medical support, although the ANSF's own capacity is growing in these areas. The ANSF logistics system has evolved from a nascent capability to one that, while still requiring development, has begun to respond to the challenges that the long lines of communication in Afghanistan pose.

***Building the Afghan National Security Forces Ability to Operate Under Civilian Leadership***

- a. The Afghan Security Institutions have transformed from sole dependence on military manpower to developing a civil service that will be an instrument for long-term professionalization in the institutions and their processes. This is largely due to ISAF mentorship across both the military and civilian domains over the years. This has developed the cooperation and interaction needed for an effective civilian leadership and staff to lead, build, develop and sustain the ANSF. By building an effective professional civilian cadre, the ANSF will be able to maximize the number of personnel in their fighting forces, while creating continuity and expertise in the Afghan Security Institutions necessary to sustain the force itself.
- b. ISAF advisory efforts have consistently promoted civilian control over the ANSF. These efforts have been linked to the establishment of a civilian cadre within the security institutions.

***Developing the Afghan National Security Forces' Ability to Operate in Accordance with the Rule of Law***

- a. ISAF has helped to create the conditions in which the development of the rule of law in Afghanistan can further progress. On 9 June 2011, the NATO Rule of Law Field Support Mission was created by NATO Defence Ministers at their meeting in Brussels. The purpose of the NATO Rule of Law Field Support Mission was to provide essential field capabilities and to liaise with Afghan and international technical assistance providers to build Afghan criminal justice capacity, increase access to dispute resolution services, fight corruption and promote the legitimacy of the Afghan government. The NATO Rule of Law Field Support Mission worked in coordination with the NATO Senior Civilian Representative and the United Nations Assistance Mission Afghanistan to support and strengthen governance and the rule of law. While the NATO Rule of Law Field Support Mission did not provide direct support to justice sector development, it provided support to Afghan officials and international actors to help them to do so.



### ***Encouraging the Afghan National Security Forces' Respect for Human Rights***

- a. The Taliban left a legacy of widespread abuse and disregard of human rights, particularly those of women. In accordance with UNSCR 1325 (2000), ISAF established a robust structure, including the Gender Advisor office, in order to support and promote women's integration in the ANSF. There are now best practices in place which can be built on in the years ahead. Much has been achieved but considerable work still needs to be done. Women's integration in the ANSF (including recruitment, training, assignment, promotion and retention) has been slow and inconsistent. In spite of a female accession management policy at the Ministry of Defence and a "Strategy for the Management of the Affairs of Afghan National Police Female Personnel" in the Ministry of the Interior, by October 2014, there were fewer than 800 women in the Afghan National Army and the Afghan Air Force, while just over 2,100 women were serving in the Afghan National Police. The ANSF are taking steps to improve educational and professional opportunities for women in the force. NATO will continue to work with the ANSF in its efforts to comply with UNSCR 1325. NATO undertook a Review of the Practical Implications of UNSCR 1325 on the Conduct of NATO-led Operations and Missions which included ISAF. The review provided a comprehensive assessment of the efforts NATO has made to date and serves as a reference for further advances in the implementation of UNSCR 1325 and related resolutions.
- b. Afghanistan is on the United Nations list of those countries whose security forces continue to recruit and use children. ISAF, in accordance with UNSCR 1612 on Children in Armed Conflict and related resolutions, has been working closely with the United Nations Assistance Mission in Afghanistan to assist Afghanistan to implement the "Action Plan on Prevention and Response to Under 18 Recruitment" and "Roadmap to Compliance". ISAF has also addressed other matters related to Children and Armed Conflict, and interacted with the Ministry of Defence and the Ministry of the Interior on Children and Armed Conflict matters. In this work, ISAF has maintained close cooperation with both the United Nations Assistance Mission in Afghanistan and the United Nations International Children's Emergency Fund.

### ***Counter Narcotics***

- a. ISAF has supported the Afghan Government's counter-narcotics strategy, including through programmes to develop the enforcement capacity of the ANSF. However, since drug cultivation and trafficking is a complex phenomenon, it cannot be solved through military means. In October 2008, at the request of the Afghan Government, and consistent with the appropriate Security Council resolutions, NATO agreed that ISAF could act in concert with the Afghan authorities against facilities and facilitators supporting the insurgency, in the context of counter-narcotics, subject to the authorisation of respective nations. Illicit narcotics production remains a great challenge to the Afghan society and more needs to be done.



**4. Cooperation between ISAF and the Government of the Islamic Republic of Afghanistan and between ISAF and the United Nations Mission in Afghanistan**

- a. ISAF has maintained a close relationship with the Government of Afghanistan, especially its Ministry of Defence and Ministry of the Interior. At the regional command level, ISAF military forces were crucial in providing assistance to provincial and district governance and in encouraging the coordination of Afghan civil and military efforts to stabilize the security environment.
- b. ISAF has had a strong relationship with the Military Advisory Unit of the United Nations Assistance Mission in Afghanistan since the beginning of the mission in 2002. The Military Advisory Unit maintains a permanent liaison presence in Headquarters ISAF on such matters as information sharing and coordination on human rights and gender issues. In addition, COMISAF regularly meets with the Special Representative of the United Nations Secretary General to ensure that the coalition's actions remain closely coordinated with the United Nations Assistance Mission in Afghanistan.
- c. NATO established the office of the NATO Senior Civilian Representative in 2003. The Senior Civilian Representative represents NATO in Kabul and coordinates with representatives of the international community and other organizations engaged in Afghanistan, especially the United Nations Assistance Mission in Afghanistan and the European Union. In 2008, NATO expanded the role of the Senior Civilian Representative to better coordinate NATO's civilian strategy with ISAF's military strategy. Both ISAF and the Senior Civilian Representative's office have benefitted from close proximity and coordination, as well as a mutual dialogue with the United Nations Assistance Mission in Afghanistan and with the wider international community in Kabul.

**5. The future of Security Support to Afghanistan**

- a. There will be three strands to NATO's future support to the Afghan Government and security institutions. The first strand will be the Resolute Support Mission, a non-combat training, advisory, and assistance mission focussed at the institutional level in Kabul, but also providing continued advice to the ANSF at the corps level in the regions. The second strand will focus over the medium term on the financial sustainment of the ANSF through the adapted NATO-Afghan National Army Trust Fund. This NATO contribution is an integral part of the broader international community effort to help sustain the ANSF. The third strand is the NATO-Afghanistan Enduring Partnership, which will strengthen NATO's relationship with Afghanistan and provide capacity building and practical cooperation in support of Afghan security institutions over the long-term.

**6. COMISAF Assessment and Concluding Remarks**

- a. For over a decade, the International Security Assistance Force has carried out its responsibilities - assisting the Afghan authorities in maintaining security and developing new Afghan security forces. ISAF has fulfilled and honoured its mandate through the comprehensive assistance that its troops have provided to the Afghan National Security Forces and the Afghan security institutions. ISAF's sacrifices and achievements reflect a huge investment in Afghanistan. Thanks to the security platform ISAF has built and the strong Afghan forces that ISAF has trained, Afghanistan has come a very long way. This is an accomplishment of which ISAF contributing nations, and the military and civilian personnel who have served with ISAF, can rightly be proud. Afghanistan now has a strong foundation on which to build a secure future.



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on sub-national governance and economic development. This shift coincided with a marked increase of personnel committed to the ISAF mission and included the initiation of operational and tactical coordination of military campaign plans and operations with the Afghan Ministries of Defence and Interior and all Afghan National Security Forces senior headquarters. ISAF also increased its formal coordination with the Afghan Government's Independent Directorate of Local Governance and the United Nations Assistance Mission Afghanistan.

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- f. Following a comprehensive assessment in the late summer of 2009, the ISAF campaign plan was revised to include the newly established headquarters and several other initiatives that were undertaken to improve support to the development of Afghan governance capacity, to counter corruption, and to improve the rule of law in Afghanistan. This comprehensive assessment also led to a significant increase over several years of military forces as well as civilian advisors, the latter focused on building Afghan government capacity at national and sub-national levels. In 2010, NATO in conjunction with the Afghan Government decided to develop a plan for a security transition whereby, based on a joint assessment process, the lead responsibility for security operations would be gradually transferred from ISAF to the Afghan National Security Forces. The plan foresaw periodic joint assessments which would allow demi-annual tranches of selected provinces and districts which had met pre-set criteria to be transferred. The first phase of the five-phase process began in March 2011.
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3. **Support provided to the Government of Afghanistan to improve and sustain Afghanistan's capacity and capability to address continued threats to its security, stability, and integrity**

#### ***Training and mentoring the Afghan National Security Forces***

- a. The development of the Afghan National Army started in 2003 with the creation of a force that was initially expected to comprise 60,000 soldiers. The first ISAF efforts to build the Afghan National Security Forces began under the Provincial Reconstruction Teams, which focused on the long-term building of institutional capacity in the provinces where they were located. The focus of ANSF development in the first few years of the NATO Training Mission in Afghanistan was on the rapid growth of the force, followed by the professionalization of the force. Once built to size, the ANSF could develop the institutional capability necessary to link strategic plans and policy, and their associated institutional support functions, to the forces in the field. Because of operational urgency, the initial focus was on creating a force that could fight battles as a necessary first step towards developing the institutions that would enable the ANSF to win campaigns. The Afghan National Security Forces have grown from virtually zero to around 350,000, the strongest in Afghan history. They are on target to assume full responsibility for securing their own country at the end of 2014, as jointly agreed with the Afghan authorities at the NATO Summit in Lisbon in 2010 and reaffirmed at subsequent NATO Summits in Chicago in 2012 and Wales 2014.

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- a. The Taliban left a legacy of widespread abuse and disregard of human rights, particularly those of women. In accordance with UNSCR 1325 (2000), ISAF established a robust structure, including the Gender Advisor office, in order to support and promote women's integration in the ANSF. There are now best practices in place which can be built on in the years ahead. Much has been achieved but considerable work still needs to be done. Women's integration in the ANSF (including recruitment, training, assignment, promotion and retention) has been slow and inconsistent. In spite of a female accession management policy at the Ministry of Defence and a "Strategy for the Management of the Affairs of Afghan National Police Female Personnel" in the Ministry of the Interior, by October 2014, there were fewer than 800 women in the Afghan National Army and the Afghan Air Force, while just over 2,100 women were serving in the Afghan National Police. The ANSF are taking steps to improve educational and professional opportunities for women in the force. NATO will continue to work with the ANSF in its efforts to comply with UNSCR 1325. NATO undertook a Review of the Practical Implications of UNSCR 1325 on the Conduct of NATO-led Operations and Missions which included ISAF. The review provided a comprehensive assessment of the efforts NATO has made to date and serves as a reference for further advances in the implementation of UNSCR 1325 and related resolutions.
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**4. Cooperation between ISAF and the Government of the Islamic Republic of Afghanistan and between ISAF and the United Nations Mission in Afghanistan**

- a. ISAF has maintained a close relationship with the Government of Afghanistan, especially its Ministry of Defence and Ministry of the Interior. At the regional command level, ISAF military forces were crucial in providing assistance to provincial and district governance and in encouraging the coordination of Afghan civil and military efforts to stabilize the security environment.
- b. ISAF has had a strong relationship with the Military Advisory Unit of the United Nations Assistance Mission in Afghanistan since the beginning of the mission in 2002. The Military Advisory Unit maintains a permanent liaison presence in Headquarters ISAF on such matters as information sharing and coordination on human rights and gender issues. In addition, COMISAF regularly meets with the Special Representative of the United Nations Secretary General to ensure that the coalition's actions remain closely coordinated with the United Nations Assistance Mission in Afghanistan.
- c. NATO established the office of the NATO Senior Civilian Representative in 2003. The Senior Civilian Representative represents NATO in Kabul and coordinates with representatives of the international community and other organizations engaged in Afghanistan, especially the United Nations Assistance Mission in Afghanistan and the European Union. In 2008, NATO expanded the role of the Senior Civilian Representative to better coordinate NATO's civilian strategy with ISAF's military strategy. Both ISAF and the Senior Civilian Representative's office have benefitted from close proximity and coordination, as well as a mutual dialogue with the United Nations Assistance Mission in Afghanistan and with the wider international community in Kabul.

**5. The future of Security Support to Afghanistan**

- a. There will be three strands to NATO's future support to the Afghan Government and security institutions. The first strand will be the Resolute Support Mission, a non-combat training, advisory, and assistance mission focussed at the institutional level in Kabul, but also providing continued advice to the ANSF at the corps level in the regions. The second strand will focus over the medium term on the financial sustainment of the ANSF through the adapted NATO-Afghan National Army Trust Fund. This NATO contribution is an integral part of the broader international community effort to help sustain the ANSF. The third strand is the NATO-Afghanistan Enduring Partnership, which will strengthen NATO's relationship with Afghanistan and provide capacity building and practical cooperation in support of Afghan security institutions over the long-term.



**6. COMISAF Assessment and Concluding Remarks**

- a. For over a decade, the International Security Assistance Force has carried out its responsibilities - assisting the Afghan authorities in maintaining security and developing new Afghan security forces. ISAF has fulfilled and honoured its mandate through the comprehensive assistance that its troops have provided to the Afghan National Security Forces and the Afghan security institutions. ISAF's sacrifices and achievements reflect a huge investment in Afghanistan. Thanks to the security platform ISAF has built and the strong Afghan forces that ISAF has trained, Afghanistan has come a very long way. This is an accomplishment of which ISAF contributing nations, and the military and civilian personnel who have served with ISAF, can rightly be proud. Afghanistan now has a strong foundation on which to build a secure future.

SG(2014)0457

24 November 2014

Dear Secretary General,

In accordance with UN Security Council Resolutions 1386(2001) and 2120 (2013), I attach a final report on ISAF operations. I would appreciate you making this report available to the UN Security Council.

You will recall that at NATO's Chicago Summit on 21 May 2012, the Government of Afghanistan invited NATO to continue its support beyond 2014. In particular, we agreed to work towards establishing a new NATO-led non-combat mission to train, advise and assist the Afghan National Security Forces. You will wish to know that we are finalising our plans to launch such a mission on 1 January 2015.

Yours sincerely,

Jens Stoltenberg

Annex

His Excellency  
Mr. Ban Ki-moon  
Secretary-General  
United Nations Headquarters  
United Nations Plaza 2  
New York, NY 10017



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MR. WOODS  
(email)  
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MR. FETTERMAN  
(email)  
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New York, NY 10017

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## **FINAL REPORT TO THE UNITED NATIONS ON INTERNATIONAL SECURITY ASSISTANCE FORCE (ISAF)**

### **1. Introduction**

- a. This report is in response to the request to the ISAF leadership under United Nations Security Council Resolution (UNSCR) 2120 (2013) that the final report on the implementation of the ISAF mandate should be a comprehensive one.
- b. ISAF was established under the authority of UNSCR 1386 (2001) initially to assist the Afghan Interim Authority in the maintenance of security in Kabul and its surrounding areas. It was also called upon to provide assistance to help the Afghan Interim Authority in the establishment and training of new Afghan security and armed forces.
- c. Over more than a decade, in accordance with successive UN Security Council resolutions, the ISAF mission has evolved. It has helped the Government of Afghanistan to establish new Afghan security and armed forces. And it has led operations to provide the necessary security for Afghanistan as its security institutions developed in capacity and capability. These efforts were in support of the wider international goal of rooting out terrorism.
- d. ISAF's achievements have enabled fundamental changes to take place in Afghanistan. ISAF and the Afghan National Security Forces (ANSF), together, have reduced the threat posed by Al-Qaida and its affiliates. The ANSF have made remarkable progress from an effective strength of virtually zero in 2001 to becoming a professional and capable force providing security across Afghanistan. They excel at the tactical level. Afghanistan has continued to make steady progress in developing the institutional capability necessary to direct and sustain the ANSF at the operational and strategic level. Since June 2013, the ANSF have been in the lead for security throughout Afghanistan, and are assessed as ready to assume full responsibility for security when ISAF concludes its mission at the end of 2014, as agreed with the Government of Afghanistan. Afghan capability in the security sector was ably demonstrated by the ANSF who, with minimal assistance, provided the security which facilitated the 2014 presidential and provincial council elections.
- e. This progress has come at a high cost to the 51 ISAF contributing nations who, as of November 2014, had sustained 31,773 casualties including 2,729 killed in action and 502 other fatalities.
- f. While ISAF's core objectives have been achieved, more remains to be done to develop self-sustainable and fully capable Afghan security forces. The ANSF still have capability gaps and development shortfalls, especially in the Air Force. Equipment procurement, financial management and accountability procedures need to improve. Endemic corruption persists. Further progress is required in the participation of women in security institutions and forces, in



securing women's rights, and in the protection of children in armed conflict, especially in eliminating the recruitment of child soldiers.

- g. In accordance with decisions taken at NATO's Chicago Summit in May 2012 together with the Government of Afghanistan, NATO and NATO partner countries will continue to provide training, advice, and assistance to the ANSF after 2014. This support is part of a broader effort by the International Community to help the Government of Afghanistan sustain the ANSF, including financially.

## **2. Achievements of the Mission**

- a. In August 2003, NATO assumed responsibility for the ISAF operation and, in October 2003, UNSCR 1510 expanded ISAF's Kabul-centric operation to the entire country.
- b. The expansion of ISAF occurred in four stages through the establishment of Regional Commands and the establishment of Provincial Reconstruction Teams throughout the country. The Provincial Reconstruction Teams consisted of military and civilian personnel carrying out a range of activities to support the development of security, governance and the economy in different parts of Afghanistan. Stage 1 of ISAF's expansion started during December 2003 in Kunduz Province. By 1 October 2004, ISAF had expanded its presence to Mazar-e-Sharif, Meymana, Feyzabad and Baghlan, resulting in the establishment of Regional Command North. The establishment of Regional Command West formally began on 31 May 2006 when ISAF assumed responsibilities in relation to the Provincial Reconstruction Teams in Herat and Farah, as well as the forward support base in Herat. Further Provincial Reconstruction Teams were established in Uruzgan and Bamiyan, Ghor and Baghdis Provinces. ISAF also provided 2,000 additional troops to support the September 2005 provincial and parliamentary elections. Stage 3 expanded the ISAF mission into the South in 2006. On 31 July 2006, Regional Command South assumed security responsibility for six provinces, almost doubling the forces under ISAF to about 20,000 personnel.
- c. Stage 4 of the ISAF expansion occurred on 5 October 2006, when international forces in the remaining eastern provinces transferred to ISAF, creating Regional Command East and adding another 15,000 troops to the mission. In that year, ISAF started fielding Operational Mentoring and Liaison Teams to provide direct assistance to Afghan National Army units operating alongside ISAF forces. In June 2007, the European Union Police mission began operations to develop specialised law enforcement skills in the Afghan National Police. A comprehensive approach to the development of the ANSF as a whole was critical as neither the Afghan National Army nor the Afghan National Police could secure the population at the time, even with assistance from ISAF.
- d. 2008 marked a significant change in the conduct of the campaign. A full counter-insurgency approach was implemented to integrate the use of conventional and special operations forces for security, with a greater focus



on sub-national governance and economic development. This shift coincided with a marked increase of personnel committed to the ISAF mission and included the initiation of operational and tactical coordination of military campaign plans and operations with the Afghan Ministries of Defence and Interior and all Afghan National Security Forces senior headquarters. ISAF also increased its formal coordination with the Afghan Government's Independent Directorate of Local Governance and the United Nations Assistance Mission Afghanistan.

- e. The establishment in 2009 of three key headquarters was strategically decisive in improving the coherence and impact of ISAF operations and activities. First, the establishment of the ISAF Joint Command provided a single headquarters to focus on the operational level planning, synchronisation and execution of counter-insurgency operations in coordination with Afghan National Security Forces and regional and local government authorities. This allowed ISAF Headquarters to focus on strategic-level planning and coordination with the Afghan Government, Afghan Security Institutions and the International Community represented in Afghanistan. Second, the NATO Training Mission in Afghanistan, combining and building on existing international efforts and structures, provided a single focal point for advice to the ANSF, incorporating security force assistance to Afghan National Police and Afghan Security Institutions for the first time under ISAF responsibility. Other advisory efforts that complemented the NATO Training Mission in Afghanistan came from ISAF Special Operations Forces, and from the NATO Special Operations Component Command-Afghanistan, also newly established, which provided training and advisory support to Afghan Security Institutions, Afghan Special Police Units, and Afghan Special Operations Forces. These advisory efforts were strategically decisive in building the ANSF into a credible security force that could both secure the Afghan people and counter the insurgency.
- f. Following a comprehensive assessment in the late summer of 2009, the ISAF campaign plan was revised to include the newly established headquarters and several other initiatives that were undertaken to improve support to the development of Afghan governance capacity, to counter corruption, and to improve the rule of law in Afghanistan. This comprehensive assessment also led to a significant increase over several years of military forces as well as civilian advisors, the latter focused on building Afghan government capacity at national and sub-national levels. In 2010, NATO in conjunction with the Afghan Government decided to develop a plan for a security transition whereby, based on a joint assessment process, the lead responsibility for security operations would be gradually transferred from ISAF to the Afghan National Security Forces. The plan foresaw periodic joint assessments which would allow demi-annual tranches of selected provinces and districts which had met pre-set criteria to be transferred. The first phase of the five-phase process began in March 2011.
- g. On 18 June 2013, President Karzai announced the fifth and final tranche of security transition at which point the ANSF assumed lead security responsibility throughout the country for all of Afghanistan's 30 million citizens. In the year that followed, the ANSF successfully secured all of the



major population centres in Afghanistan, in addition to securing the November 2013 Loya Jirga, the Ghazni Islamic Festival in February 2014, and the April 2014 and June 2014 Afghan elections. The ANSF's increased capability, and its demonstrated ability to prevail even when heavily engaged, enabled the progressive reduction of the ISAF force. By the final month of its mission, December 2014, ISAF will have reduced from a high of over 130,000 personnel in 2011 to fewer than 15,000.

- h. By November 2014, the ANSF were leading 99% of all operations and carrying out over 90% of their own training. The only unilateral operations that ISAF continued to conduct were ISAF force protection, route clearance and redeployment. The ANSF are responding effectively to the majority of security incidents and throughout 2013 they launched several successful operations to disrupt planned attacks in Kabul and elsewhere. 72% of Afghans report confidence in the Afghan National Police and 88% in the performance of the Afghan National Army; confidence in the Afghan National Police role in improving security rose 5% from 2012 to 2013. Confidence in the ANA's Afghan National Army's role in improving security rose 4% from 2012 to 2013<sup>1</sup>.

3. **Support provided to the Government of Afghanistan to improve and sustain Afghanistan's capacity and capability to address continued threats to its security, stability, and integrity**

***Training and mentoring the Afghan National Security Forces***

- a. The development of the Afghan National Army started in 2003 with the creation of a force that was initially expected to comprise 60,000 soldiers. The first ISAF efforts to build the Afghan National Security Forces began under the Provincial Reconstruction Teams, which focused on the long-term building of institutional capacity in the provinces where they were located. The focus of ANSF development in the first few years of the NATO Training Mission in Afghanistan was on the rapid growth of the force, followed by the professionalization of the force. Once built to size, the ANSF could develop the institutional capability necessary to link strategic plans and policy, and their associated institutional support functions, to the forces in the field. Because of operational urgency, the initial focus was on creating a force that could fight battles as a necessary first step towards developing the institutions that would enable the ANSF to win campaigns. The Afghan National Security Forces have grown from virtually zero to around 350,000, the strongest in Afghan history. They are on target to assume full responsibility for securing their own country at the end of 2014, as jointly agreed with the Afghan authorities at the NATO Summit in Lisbon in 2010 and reaffirmed at subsequent NATO Summits in Chicago in 2012 and Wales 2014.

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<sup>1</sup> 2013 Asia Foundation Survey, 5 Dec 13. (See Annex D for results).

***Empowering the Afghan National Security Forces by Providing Logistical Support/Capacity Building***

- a. One of the greater challenges facing the ANSF is developing an effective logistics and sustainment system. A lack of trained maintenance technicians and spare parts, and a logistics system that struggles to resupply units in the field, adversely affects every branch of the ANSF. The Afghan National Army has relied heavily on ISAF and contractors for logistic support but work is in progress to allocate a Combat Service Support kandak (battalion) to each army brigade.
- b. The ANSF has progressively assumed ownership of the maintenance and management of its assets. However, there remain significant concerns with respect to centralised logistics supply chain management, with cultural and procedural issues often proving an obstacle to efficient logistic processes. ISAF considers this issue to be a high priority and has aimed to develop logistic systems and management processes that will enable the ANSF to manage their own sustainment in the longer term.
- c. ISAF provided significant help to the ANSF by providing their initial equipment and training. After this, the Afghan security institutions became responsible for acquiring or maintaining any additional and/or replacement equipment. Capacity-building continues through ISAF logistics and medical support, although the ANSF's own capacity is growing in these areas. The ANSF logistics system has evolved from a nascent capability to one that, while still requiring development, has begun to respond to the challenges that the long lines of communication in Afghanistan pose.



***Building the Afghan National Security Forces Ability to Operate Under Civilian Leadership***

- a. The Afghan Security Institutions have transformed from sole dependence on military manpower to developing a civil service that will be an instrument for long-term professionalization in the institutions and their processes. This is largely due to ISAF mentorship across both the military and civilian domains over the years. This has developed the cooperation and interaction needed for an effective civilian leadership and staff to lead, build, develop and sustain the ANSF. By building an effective professional civilian cadre, the ANSF will be able to maximize the number of personnel in their fighting forces, while creating continuity and expertise in the Afghan Security Institutions necessary to sustain the force itself.
- b. ISAF advisory efforts have consistently promoted civilian control over the ANSF. These efforts have been linked to the establishment of a civilian cadre within the security institutions.

***Developing the Afghan National Security Forces' Ability to Operate in Accordance with the Rule of Law***

- a. ISAF has helped to create the conditions in which the development of the rule of law in Afghanistan can further progress. On 9 June 2011, the NATO Rule of Law Field Support Mission was created by NATO Defence Ministers at their meeting in Brussels. The purpose of the NATO Rule of Law Field Support Mission was to provide essential field capabilities and to liaise with Afghan and international technical assistance providers to build Afghan criminal justice capacity, increase access to dispute resolution services, fight corruption and promote the legitimacy of the Afghan government. The NATO Rule of Law Field Support Mission worked in coordination with the NATO Senior Civilian Representative and the United Nations Assistance Mission Afghanistan to support and strengthen governance and the rule of law. While the NATO Rule of Law Field Support Mission did not provide direct support to justice sector development, it provided support to Afghan officials and international actors to help them to do so.

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- a. The Taliban left a legacy of widespread abuse and disregard of human rights, particularly those of women. In accordance with UNSCR 1325 (2000), ISAF established a robust structure, including the Gender Advisor office, in order to support and promote women's integration in the ANSF. There are now best practices in place which can be built on in the years ahead. Much has been achieved but considerable work still needs to be done. Women's integration in the ANSF (including recruitment, training, assignment, promotion and retention) has been slow and inconsistent. In spite of a female accession management policy at the Ministry of Defence and a "Strategy for the Management of the Affairs of Afghan National Police Female Personnel" in the Ministry of the Interior, by October 2014, there were fewer than 800 women in the Afghan National Army and the Afghan Air Force, while just over 2,100 women were serving in the Afghan National Police. The ANSF are taking steps to improve educational and professional opportunities for women in the force. NATO will continue to work with the ANSF in its efforts to comply with UNSCR 1325. NATO undertook a Review of the Practical Implications of UNSCR 1325 on the Conduct of NATO-led Operations and Missions which included ISAF. The review provided a comprehensive assessment of the efforts NATO has made to date and serves as a reference for further advances in the implementation of UNSCR 1325 and related resolutions.
- b. Afghanistan is on the United Nations list of those countries whose security forces continue to recruit and use children. ISAF, in accordance with UNSCR 1612 on Children in Armed Conflict and related resolutions, has been working closely with the United Nations Assistance Mission in Afghanistan to assist Afghanistan to implement the "Action Plan on Prevention and Response to Under 18 Recruitment" and "Roadmap to Compliance". ISAF has also addressed other matters related to Children and Armed Conflict, and interacted with the Ministry of Defence and the Ministry of the Interior on Children and Armed Conflict matters. In this work, ISAF has maintained close cooperation with both the United Nations Assistance Mission in Afghanistan and the United Nations International Children's Emergency Fund.

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- a. There will be three strands to NATO's future support to the Afghan Government and security institutions. The first strand will be the Resolute Support Mission, a non-combat training, advisory, and assistance mission focussed at the institutional level in Kabul, but also providing continued advice to the ANSF at the corps level in the regions. The second strand will focus over the medium term on the financial sustainment of the ANSF through the adapted NATO-Afghan National Army Trust Fund. This NATO contribution is an integral part of the broader international community effort to help sustain the ANSF. The third strand is the NATO-Afghanistan Enduring Partnership, which will strengthen NATO's relationship with Afghanistan and provide capacity building and practical cooperation in support of Afghan security institutions over the long-term.

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- a. For over a decade, the International Security Assistance Force has carried out its responsibilities - assisting the Afghan authorities in maintaining security and developing new Afghan security forces. ISAF has fulfilled and honoured its mandate through the comprehensive assistance that its troops have provided to the Afghan National Security Forces and the Afghan security institutions. ISAF's sacrifices and achievements reflect a huge investment in Afghanistan. Thanks to the security platform ISAF has built and the strong Afghan forces that ISAF has trained, Afghanistan has come a very long way. This is an accomplishment of which ISAF contributing nations, and the military and civilian personnel who have served with ISAF, can rightly be proud. Afghanistan now has a strong foundation on which to build a secure future.





**Fw: FINAL ISAF REPORT**

SGCentral to: Hazel Foster  
Sent by: Margaret King

24/11/2014 01:28 PM

----- Forwarded by Margaret King/NY/UNO on 24/11/2014 01:28 PM -----

From: Lemos-Maniati Eirini <lemos-maniati.eirini@hq.nato.int>  
To: "sgcentral@un.org" <sgcentral@un.org>,  
Cc: "Jeffrey Feltman" <feltman@un.org>, "carusoa@un.org" <carusoa@un.org>  
Date: 24/11/2014 01:20 PM  
Subject: FINAL ISAF REPORT

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Your Excellency,

On behalf of the NATO Secretary General, Jens Stoltenberg, I am transmitting the Final report on ISAF operations.. We would appreciate you making this report available to the UN Security Council. A signed copy will follow tomorrow.

Sincerely Yours,  
Eirini Lemos-Maniati

NATO Senior Civilian LO to UN

*Eirini Lemos-Maniati*  
*NATO Senior Civilian Liaison Officer to UN*  
*Tel: 1 212 378 63 93*  
*Mob: 1 646 204 24 55*  
*Email: lemos-maniati.eirini@hq.nato.int*



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