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# Spanish Provincial Reconstruction Team (PRT) in Badghis (Afghanistan), 2005 – 2013

Carme Roure i Pujol

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# Spanish Provincial Reconstruction Team (PRT) in Badghis (Afghanistan), 2005 – 2013

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**Catalan International Institute for Peace  
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This text is part of the research project developed in her thesis on new models of intervention aimed at consolidating peace, reconstruction and development in failed states and in post-conflict situations.

## ABSTRACT

In Afghanistan, after 9/11, new intervention models were developed aimed at stability and consolidating peace, rebuilding and developing the country, using to achieve this goal, counterinsurgency theory (COIN) of military doctrine and the Provincial Reconstruction Team (PRT), which incorporate political, military, humanitarian and development mechanisms under the same management called the «comprehensive approach». The International Community intervened at the donor conferences and backed the resolutions of the UN Security Council in the various processes (security, peace, reconstruction and development). The role played by Spain, acting as a member of the international community and NATO, has been examined and its participation in developing a Provincial Reconstruction Team (PRT) in the Badghis province between 2005 and 2013. It is estimated that Spain invested over €3 billion in military spending and a further €460 million in development. The results are disappointing and after eight years of intervention stability has not been achieved, violence continues and human rights continue to be elusive, especially for women and children. Development is also dependant on foreign aid. The objectives of the comprehensive approach model have not been achieved and PRT has not been proven feasible in a context of armed conflict.

**Subjects:** Provincial Reconstruction Team, Peace and Reconstruction, Badghis (Province of Afghanistan).

## RESUM

A Afghanistan, després de l'11S, es van desenvolupar nous models d'intervenció dirigits a establir i consolidar la pau, reconstruir i desenvolupar el país, utilitzant com a instruments la teoria de la contrainsurgència (COIN) de la doctrina militar i els Equips de Reconstrucció Provincial (PRT), que sota una mateixa direcció incorporaven els mecanismes polítics, militars, de desenvolupament i també humanitaris, anomenats models d'«enfocament integral». La comunitat internacional va intervenir en els diferents processos (seguretat, pau, reconstrucció i desenvolupament), en el marc de les conferències de donants i les resolucions del Consell de Seguretat de les Nacions Unides. S'ha examinat la intervenció d'Espanya, que com a membre de la comunitat internacional i l'OTAN hi va participar desenvolupant un PRT a la província de Badghis entre 2005 i 2013. S'estima que Espanya hi va invertir més de 3.000 milions d'euros en l'àmbit militar i uns 460 milions d'euros en desenvolupament. Els resultats són decebedors, després de vuit anys d'intervenció a la província de Badghis no s'ha aconseguit l'estabilitat, la violència continua amb el conseqüent perjudici pels drets humans en general i per a les dones i els nens en particular, i la província segueix dependent de l'ajuda exterior. Els objectius del model d'enfocament integral no s'han aconseguit i el PRT no s'ha demostrat viable en un context de conflicte armat.

**Descriptors:** Equip de Reconstrucció Provincial, Pau i Reconstrucció, Badghis (Província d'Afganistan).

## RESUMEN

En Afganistán, después del 11S, se desarrollaron nuevos modelos de intervención dirigidos a estabilizar y consolidar la paz, reconstruir y desarrollar el país, utilizando como instrumentos la teoría de la contra-

insurgencia (COIN) de la doctrina militar y los Equipos de Reconstrucción Provincial (PRT), que bajo una misma dirección incorporaban los mecanismos políticos, militares, de desarrollo y también humanitarios, llamados modelos de «enfoque integral». La Comunidad Internacional intervino en los diferentes procesos (seguridad, paz, reconstrucción y desarrollo) en el marco de las conferencias de donantes y las resoluciones del Consejo de Seguridad de las Naciones Unidas. Se ha examinado la intervención de España, que como miembro de la comunidad internacional y la OTAN participó desarrollando un PRT en la provincia de Badghis entre 2005 y 2013. Se estima que España ha invertido más de 3.000 millones de euros en el ámbito militar y unos 460 millones de euros en desarrollo. Los resultados son decepcionantes, después de ocho años de intervención en la provincia de Badghis no se ha conseguido la estabilidad, la violencia continúa con el consecuente perjuicio a los derechos humanos en general y para las mujeres y los niños en particular, y la provincia sigue dependiendo de la ayuda exterior. Los objetivos del modelo de enfoque integral no se han conseguido y el PRT no se ha demostrado viable en un contexto de conflicto armado.

**Descriptor:** Equipo de Reconstrucción Provincial, Paz y Reconstrucción, Badghis (Provincia de Afganistán).



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## ABBREVIATIONS

ACBAR	Agency Coordinating Body for Afghan Relief
AECID	Spanish International Cooperation & Development Agency
ANA	Afghan National Army
ANBP	Afghanistan New Beginnings Program
ANDS	Afghanistan National Development Strategy
ANP	Afghan National Police
ANSF	Afghan National Security Forces
AOD	Official Development Aid
APRP	Afghan Peace and Reintegration Programme
CIMIC	Civil-military co-operation
DRRD	Department of Rural Rehabilitation and Development
ISAF	International Security Assistance Force
MAEC	Spanish Ministry of Foreign Affairs & Cooperation
MDE	Spanish Ministry of Defence
NABDP	National Area-Based Development Programme
NTM-A	NATO Training Mission Afghanistan
OMLT	Operational Mentoring and Liaison Team
PAT	Police Advisory Team
POLAD	Political Advisor
PRT	Provincial Reconstruction Team
PSYOPS	Psychological Operations Unit and Head of Communication
QIP	Quick impact projects
SSR	Security Sector Reform
UNAMA	United Nations Assistance Mission in Afghanistan
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UPS	Security and Protection Unit



# 1. INTRODUCTION

After the Cold War, the panorama on the world stage changed entirely. The International Community is faced with fresh challenges brought on by globalisation and the outbreak of a new type of war, referred to as asymmetric wars, involving multiple actors from state and government players (government and multinational forces providing support for the established government) and non/state, non/government players (extremist groups, the Taliban, tribal groups, local warlords, organised crime, etc.), who all fight against the established government with untold consequences for the civilian population, who is the part most affected by these events. The majority of the countries where these conflicts have taken hold, end up becoming weak or failed states, the definition being when they are incapable of ensuring the basic needs and security of their own peoples. The results of this means that entire families, in search of better economic and social conditions, become displaced in search of refuge in neighbouring countries or within their own countries. The civilian population becomes impoverished, losing access to healthcare, education, and clean water supply. Infrastructures are destroyed and any investment that had been made in the country up to this point is lost, corruption increases. Lands, forests and livestock and other animals are lost as the violence spreads and anti-personal and other explosive devices appear. Families are torn apart and destroyed as members become the victims of rape, injury and death. Children are orphaned and the situation sparks the onset of physiological problems among the population. War changes the meaning of life and the values of those who experience it, peace culture is replaced by the culture of war. Afghanistan is an example of a failed state.<sup>1</sup>

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1. Soviet invasion (1979-1989), civil war between the different mujahedeen factions (1992-1996), the Taliban with almost entire territorial control throughout Afghanistan (1996-2001), invasion by the US and the United Kingdom after the attacks carried out by Al-Qaida on September 11th, 2001, reforming of Taliban militias after 2003.

Whereas, within the context of the Cold War, security policy and development policy were seen as separate missions, in the new post-Cold War world, we begin to see the development of the «peace-building» concept, where security, peace and development are seen as going hand-in-hand on the new international agenda. Innovative models are designed to address these new threats and to provide support for these weak or failed states in an effort to assist them in recovering stability, consolidating peace, reconstructing and developing the country or region.<sup>2</sup> In post 9/11 Afghanistan with the military intervention of the USA and the United Kingdom, we begin to witness these new models being developed by way of instruments such as, COIN theory, counterinsurgency theory of military doctrine, and the Provincial Reconstruction Team (PRT), which integrates political, military and developmental mechanisms as well as «humanitarian» under one command and having the objective of stabilizing, reconstructing and developing the country. In the formation of the various processes (security, peace, reconstruction and development), the International Community intervened within the framework of the donors' conference and the United Nations Security Council resolutions. Spain, as a member of the International Community and NATO<sup>3</sup> also participated in the development of a PRT in the province of Badghis (in the west of the country on the border with Turkmenistan).

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2. In order to respond to the new context of insecurity and the new situation of weak or failed states presented by the current conflicts, models of «integral response» have been designed, which include humanitarian and development action as well as military and political initiatives all within the same package, all designed to prevent, reduce and/or resolve conflict, construct and develop. In the military environment military doctrine has been developed in order to be implemented in unstable areas (e.g. AJP-9 NATO civil-military co-operation (CIMIC) doctrine, U.S. Government, Counterinsurgency Guide 2009). In civilian and diplomatic circles, governmental models, such as, Whole of Government Approach (WGA), implemented by Organisation for Economic Co-operation and Development (OECD), targeting political development in fragile and failed states and environments. The USA developed the Comprehensive Approach, which integrates the so-called «3D» (development, defence and diplomacy).
  3. NATO intervenes in Afghanistan after 2003. Despite invoking article 5 after the attacks on 9/11, an attack on the Alliance, the US, instead, preferred to maintain leadership in the military intervention in Afghanistan and intervene together with the United Kingdom on October 7.

We have examined the Spanish PRT model implemented in Badghis between the years 2005 and 2013 in order to determine whether the project goals to stabilise, reconstruct and develop the region were achieved.

## 2. COUNTERINSURGENCY (COIN) THEORY

The US government counterinsurgency (COIN) guide defines insurgency in the following way:

Insurgency can be defined as the organized use of subversion and violence to seize, nullify, or challenge political control of a region.

Insurgents seek to subvert or displace the government and completely or partially control the resources and population of a given territory. They do so through the use of force (including guerrilla warfare, terrorism and intimidation), propaganda, subversion and political mobilization. Insurgents fight government forces only to the extent needed to achieve their political aims: their main effort is not to kill counterinsurgents, but rather to establish a competitive system of control over the population, making it impossible for the government to administer its territory and people. Insurgent activity is therefore designed to weaken government control and legitimacy while increasing insurgent control and influence.<sup>4</sup>

Counterinsurgency (COIN) is defined in the following manner:

Counterinsurgency may be defined as ‘comprehensive civilian and military efforts taken to simultaneously defeat and contain insurgency and address its root causes’.

The Best COIN practices integrate and synchronize political, security, economic, and informational components that reinforce governmental legitimacy and effectiveness while reducing insurgent influence over the population. COIN strategies should be designed to simultaneously protect the population from insurgent violence; strengthen the legiti-

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4. U.S. GOVERNMENT. 2009: *Counterinsurgency Guide*, United States Government Interagency, Counterinsurgency Initiative, Bureau of Political-Military Affairs, January, 2009, p. 6.

macy and capacity of government institutions to govern responsibly and marginalize insurgents politically, socially, and economically.<sup>5</sup>

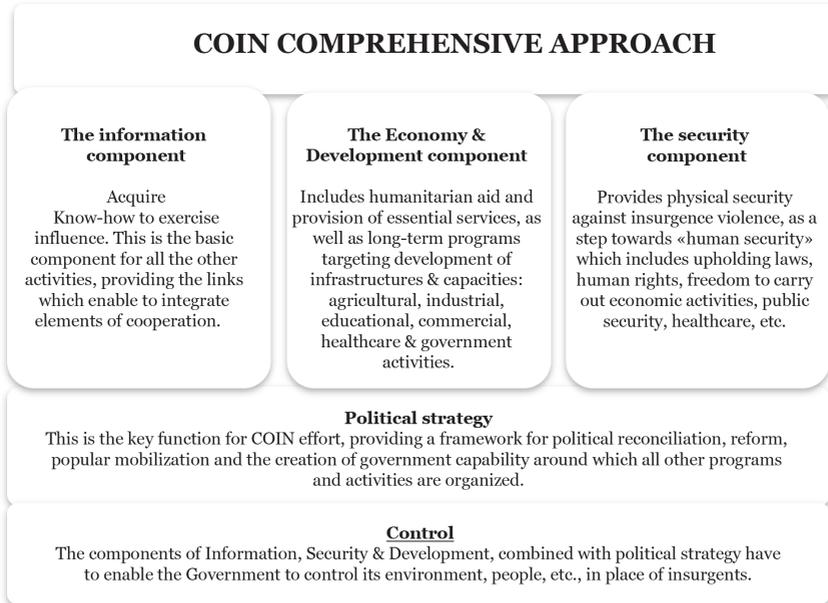
Since the 2001 military intervention in Afghanistan, US led strategy has undergone several different stages, from not wanting to become involved in the rehabilitation but financing warlords and Afghan militias in order to wipe out Al-Qaida, to donating funds to contribute to the reconstruction and support of the new government in the country. Nevertheless, when Obama came to power (2008) and faced with the rise in insurgent activities and the inadequate response in every area until then, he revised US strategy in Afghanistan deciding to increase its commitment by way of additional funding and more troops, and implementing a military strategy along the border between Afghanistan and Pakistan (Af-Pak) aimed at wiping out the Taliban militias and Al-Qaida. The new strategy was presented and approved at the donors' conference in The Hague in March, 2009. The USA sent an additional 30,000 soldiers, revised the plan of operations, and incorporated the principles of the COIN doctrine with the objective of providing security to the Afghan people, using, as explained by Karl W. Eikenberry,<sup>6</sup> the method of «clear, hold, and build» which means to defeat and oust the insurgents, to establish a legitimate government, build security forces and improve the Afghan economy in order to increase the Afghan government's capability, and finally to withdraw international aid.

In Afghanistan, the Taliban movement and insurgent groups were made up of radical extremists with ties to Al-Qaida, fighters recruited from Pakistan, young unemployed people and enemy tribesmen (many of whom sought refuge outside the country, above all in Pakistan and tribal areas of the FATA). Tom Koenings, of the UNAMA, in February 2006, stated that there were five active Taliban commands

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5. U.S. GOVERNMENT. 2009: *Counterinsurgency Guide*, United States Government Inter-agency, Counterinsurgency Initiative, Bureau of Political-Military Affairs, January 2009, p. 12.
  6. EIKENBERRY, KARL W. 2013: «The limits of Counterinsurgency doctrine in Afghanistan», Foreign Affairs, September/October 2013. Karl W. Eikenberry acted as commander general of the combined forces in Afghanistan between 2005 and 2007 and later as US Ambassador to Afghanistan between 2009 and 2011.

in operation: one operating in the north-eastern provinces, one in the east, one in the south and two independent fronts with two allies of the Taliban, Gulbuddin Hetmatiar<sup>7</sup> and Jalaluddin Haqqani.<sup>8</sup>

Components of the comprehensive approach COIN.



Prepared using the North American COIN manual.<sup>9</sup>

7. Paixtu Gilzhai and warlord set up the Islamist party *Hezb-e-Islami*. His desire for power has meant that he has become one of the principal actors in the region since soviet occupation (1979-1989), he took part in the destruction of Kabul (1992), the civil war (1992-1996), and as an insurgent group against International troops and the established government after 9/11. He received financial and military support from the CIA through Pakistani intelligence services (ISI) and Saudi Arabia. In 1991 (war in Iraq) he lost the support of the US, but he continues to enjoy support from Pakistan. GLOBAL SECURITY, «HEZB-E-ISLAMI», a global security organization, a: <http://www.globalsecurity.org/military/world/para/hizbi-islami.htm>.
8. The Haqqani are members of the Zadran tribe in the province of Paktia. They established a base in the northwest of Pakistan to form a militia with which to fight the soviet invasion (1979-1989). It was during this period that they received financial and military assistance form the CIA and Pakistani intelligence services (ISI). The group bases its strategy on carrying out attacks and extortion, and in alliances with other tribal groups (they have been associated with several tribal clans in Waziristan). The main goal of Haqqani is to fight to expel the NATO troops. GLOBAL SECURITY, «Haqqani Network», a globalsecurity organization, a: <http://www.globalsecurity.org/military/world/para/haqqani.htm>.
9. Counterinsurgence theory designed to complement current military doctrine. U.S. Go-

The comprehensive COIN approach and the developed structure in the PRT as we will describe below, is based on the same elements.

One of the most extended COIN theories is the theory of «winning the hearts and minds» (Hearts and Mind - HAM). This sentence has its roots in protestant Anglo-Saxon doctrine. The concept was first put into practice by the British in Malaysia (1948-1960),<sup>10</sup> later by the French in Algeria (1954-1962)<sup>11</sup> and by the North Americans in Vietnam (1964-1975),<sup>12</sup> the latter two cases unsuccessfully.

The insurgence comes from and lives among the population, trying to legitimize itself by using different methods such as propaganda, intimidation, coercion, fear, political and religious mobilisations, and through the use of force. The military aspect favours the theory of «winning the hearts and minds». Through the international forces, who also engage in propaganda, political mobilisations, the use of force and other activities, they attempt to win over the population, and legitimize their efforts in the areas they wish to control. For counterinsurgency, getting the population on their side is essential, given that if they can win over the population, theoretically they can win over the insurgency and bring stability and security to areas in conflict outside government control. In order to achieve this, they implement the tactics which under COIN doctrine are known as *oil spot*. This tactic is developed when military forces enter conflict zones to win back and establish security zones with the objective of re-establishing order, social life, local markets, while at the same time extending governability and development. Even so, winning over conflict zones can only be brought about by combat operations, which cause the death of many civilians of all ages, militia members and soldiers from all sides.

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VERNMENT. 2009: *Counterinsurgency Guide*, United States Government Interagency, Counterinsurgency Initiative, Bureau of Political-Military Affairs, January 2009.

10. The JDP 3-40. 2009: *Security and Stabilization: the military contribution*, United Kingdom, November 2009. British counterinsurgency, used to restore security and stabilize fragile or failed states.

11. The French didn't speak of counterinsurgency but rather preferred the term contra-rebellion (CREB).

12. The FM operations manual 100-5 of 1962, was put into practise in Vietnam (unsuccessfully) influenced by British and French counterinsurgency tactics.

Once these security zones have been achieved, they must then be held, but this can only happen if they have the support of the local people. As we will see in the PRT, the CIMIC Unit (Civil-Military Cooperation) and PSYOPS (Psychological Operations Unit and Responsible for Communication) are the Spanish military units in Afghanistan, and more specifically in the province of Badghis, are engaged in winning the hearts and minds of the local people through quick impact activities and projects (QIP), designed to legitimize their actions and maintain their support.

### 3. SPANISH PROVINCIAL RECONSTRUCTION TEAM (PRT) IN BADGHIS

Provincial Reconstruction Teams (PRTs) were established in Afghanistan in 2004, but their origins can be traced back to The Strategic Hamlet Project,<sup>13</sup> which the USA implemented during the war in Vietnam.

The PRT is a military base established as an instrument by the International Community to extend the presence of the International Security Assistance Force (ISAF)<sup>14</sup> and the authority of the Afghan government,<sup>15</sup> throughout the entire Afghan territory. The ISAF had authorization to act under Security Council resolution 1386/2001, and the PRT within the ISAF mission began to be deployed throughout the entire country after the authorization of the Security Council resolution 1510/2003, from 2004 onwards.<sup>16</sup>

PRTs do not provide protection for the local population. According to the United Nations mandate, they were created to provide stability, facilitate development and give support to the government in its extension throughout the country. It was within this framework that military and civilian initiatives were carried out and relations were established between the Afghan authorities and the PRTs. The Spanish

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13. THE PENTAGON PAPERS. 1971: «The Strategic Hamlet Program, 1961-1963», Gravel Edition, Volume 2, Chapter 2, Boston: Beacon Press, 1971, p. 128-159, in: <https://www.mtholyoke.edu/acad/intrel/pentagon2/pent4.htm>.

14. This was a multinational force and not so much a UN peacekeeping force, in other words, soldiers were not «blue helmets». There were more than 50 nationalities involved even though the number of troops participating from some countries was almost symbolic (e.g., Austria, Republic of Ireland, Iceland each had less than 10 soldiers, Luxembourg with 10, Ukraine with 23, El Salvador 25 soldiers...), the Spanish contingent was almost 1,500 soldiers.

15. SILVELA, E. 2005: «*Las Fuerzas Armadas en la reconstrucción nacional: los PRT en Afganistán*», Real Instituto Elcano. Area: Security & Defence - ARI N° 49/2005, April 14, 2005.

16. The first PRT was installed by the US in Paktia as part of Operation Enduring Freedom (OEF) in 2003. After 2004, it was the ISAF (with the OEF) who would continue to develop the PRT throughout the remaining provinces in Afghanistan.

ISAF did not get involved in combat operations but they would however respond to act in defensive situations.<sup>17</sup>

Spanish troops in the ISAF arrived in Afghanistan at the end of January 2002, they were located in Kabul, charged with rehabilitation and security of the international airport until 2005, at which point they established a base in the Badghis province (also in Herat) and by way of the PRT, a new governmental model was set in motion one of «comprehensive approach» in accordance with the US «3D» model (defence, diplomacy, development) and which was designed to affect the province by contributing stability, peace, reconstruction and development. In addition, the Brahimi Report (2000), proposed that military, political and humanitarian action should be under one integrated mission task force and therefore be able to provide a more effective response to Security Council resolutions. At a later date (2010), NATO also approved this model in a new strategic concept, where under one command it would be required to coordinate and merge military, diplomatic and development activities, in order to prevent, reduce or resolve conflict, as is the case of Afghanistan. The Spanish PRT set up in Qala-e-Naw (Badghis province) in May 2005, and was made up of three main cornerstones: the military component of the Ministry of Defence (MDE as per the Spanish acronym), responsible for security ; the civilian and diplomatic component from the Spanish Ministry of Foreign Affairs (MAEC as per the Spanish acronym), responsible for politics, and the civil and development component, with the Spanish International Cooperation and Development Agency (AECID as per the Spanish acronym).

The colonel of the PRT led the military component which comprised the following: the CIMIC Unit, the PSYOPS Unit, the Security and Protection Unit (UPS), the mentoring teams in charge of Police

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17. At the NATO Summit held in Riga in November 2006, the US requested that participating countries to increase the number of troops they had on the ground, asking them to withdraw the restriction to be only a peacekeeping force and to become a combat force in order to tackle insurgency. 26 of the countries present accepted the request and of the total 32,000 troops under NATO/ISAF command at that time, 26,000 went to be available for combat missions. Spain only consented to participate and travel outside their operational zone to provide medical support in the event that allied troops were in need.

Advisory Teams (PAT) and the Army (OMLT); units that were part of the ISAF structure. However, in addition the PRT also boasted a series of units which did not depend on the ISAF structure. These units were not international but were the units responsible for providing support to unit mentioned above, such as logistics, engineers, transmissions, healthcare support unit, explosive disposal and deactivation units, the air base at the Qala-e-Naw airport and the unit providing support to the military base at Qala-e-Naw. There were also contingencies located at forward support bases (FSB) in Herat. Military convoys always include air support as well as a medical team on board and an explosives deactivation and disposal team.<sup>18</sup>

Spanish forces were given charge of four of the seven districts in the Badghis province: Qala-e-Naw, Ab Kamari, Muqur and Qadis, where the PRT and the combat outposts (COP) were installed: in the area of Ludina there was the «Bernardo de Gálvez» COP, in Muqur, the «Ricketts» COP, and the «Hernán Cortés» COP in Darrah-e-Bum; in Qala-e-Naw was established the Spanish PRT base. In every COP, Spanish troops acted in coordination with the Afghan National Army (ANA), both through joint operational activities as well as through activities of instruction and consultancy carried out by the Operational Mentoring and Liaison Teams (OMLT). The remaining three districts were considered less secure: Bala Murghab, was administered by the North Americans and Italians with the special forces of Operation Enduring Freedom (OEF),<sup>19</sup> Jawand, was abandoned by international

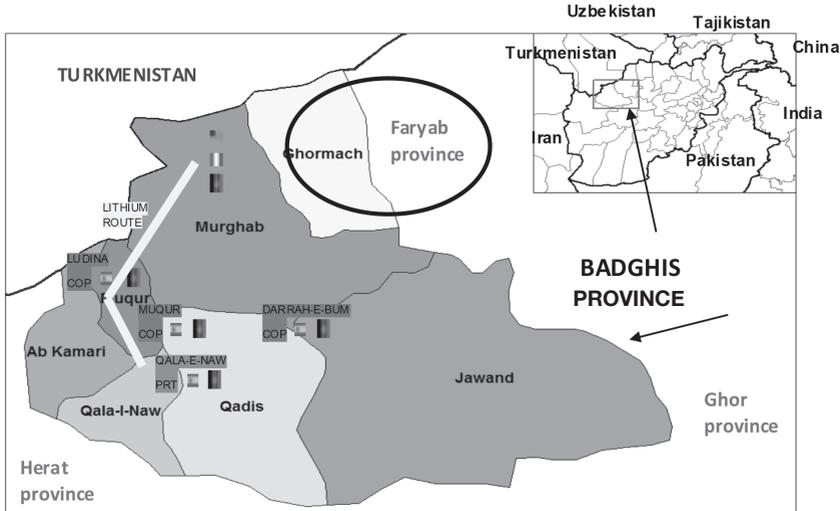
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18. ASPFOR XXX (MDE). 2012, at: <http://www.ejercito.mde.es/misiones/asia/afganistan/70>. The FSB, titled *Camp Arena* had a logistics unit (ULOG R) and the FSB titled *Camp Stone* availed of an Operational Mentoring and Liaison Team (OMLT) for training Afghan units in Route Reconnaissance and Clearance (RCC). Both units were located in Herat (regional capital).

19. Spain was one of the first countries to provide support and incorporate into the OEF after 9/11. The OEF unlike the ISAF was not authorised by any UN Security Council resolution, headed up by the USA it is responsible for combatting Al-Qaida. Spain participated by providing a medical support unit in Kabul, and outside Afghan territory it sent naval forces to the Persian Gulf and provided support through air bases in Morón and Rota. A total of 850 soldiers from the three armed forces participated and two soldiers died. On July 2, 2004 the Council of Ministers choses to withdraw from the OEF and continue participating in the ISAF.

forces due to the level of insecurity (difficulty of the relief as well as insurgency); and Ghormarh was managed by the Faryab province.

Map of the Badghis province

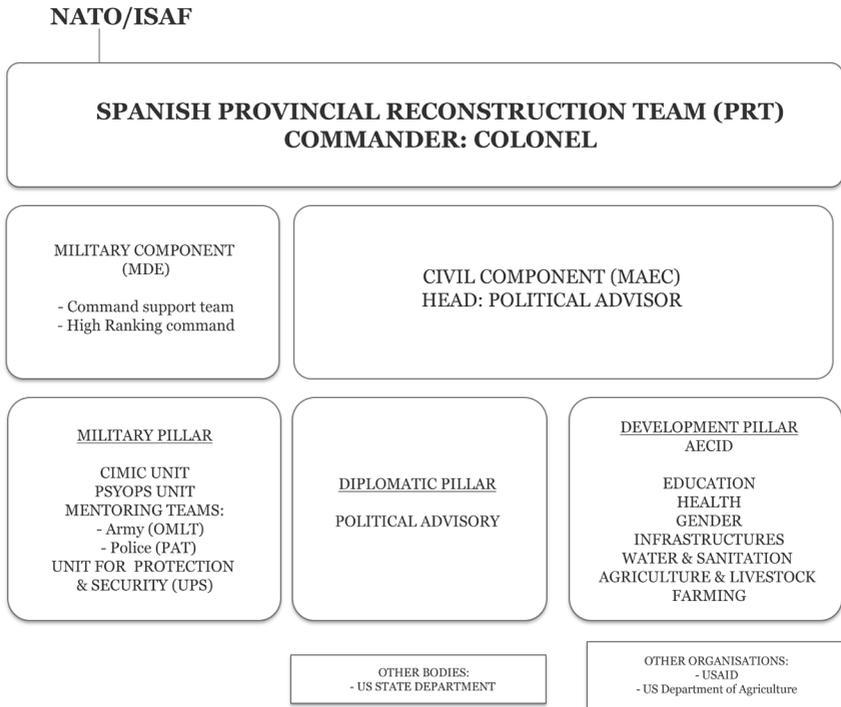


Source: <http://www.google.es/search?source=ig&rlz=&q=Badghis+province+of+Afghanistan+map>.

In Badghis, insurgent militias that were not of the Taliban ideology were operating. These were armed groups associated with drug trafficking. This was not a province where large quantities of opium were grown, but it was a border region that permitted illegal transportation and sale.

The civilian component comprises two cornerstones: the diplomatic cornerstone consisting of a representative from the Ministry of Foreign Affairs, who was not only the head of the civilian component, but also the political advisor to the PRT colonel; and the development cornerstone, with the AECID, as well as the Ministry of Foreign Affairs. Despite this, there were other bodies included within the Spanish PRT who were dedicated to development and diplomacy, such as the US Agency for International Development (USAID), the US State Department and the US Department of Agriculture.

Composition of the Spanish PRT in Badghis.



Source: prepared by authors.

Different nationalities (Canada, Germany, Italy, Hungary, Lithuania, Netherlands, Norway, New Zealand, Sweden, the United Kingdom, Turkey, The Czech Republic, Spain, USA,...) installed the 26 PRTs extended throughout the different provinces in Afghanistan, yet, not all the PRTs follow the same model and vary depending on the province where they were located, context, security situation, and the country in charge. The military component might be deployed in a different location to the civil component (for example, Germany), and the security component could depend on a different country (for example, Lithuania, whose security was provided by different nationalities). Therefore, not every PRTs followed the same comprehensive approach model under the command of one single military commander.

The ISAF, NATO and the UNAMA drafted a PRT manual to provide a guide which would guarantee a coherent approach with common objectives for all the activities of the PRT which was circulated to the different nationalities working in these structures.<sup>20</sup>

The Spanish PRT was given the name Ruy González de Clavijo.<sup>21</sup> Every five or six months the military units of the contingency deployed to Badghis were replaced. Despite the rotations, it was common for troops to repeat a tour in the country more than once but never within a year of the previous tour, with the exception of specialist troops in specific areas, such as explosives and special equipment operators. Prior to leaving for Badghis, troops were requested to take part in a six-month training and preparatory stage. Here they received specific training to prepare them for the context of Afghanistan with a range of courses: for drivers or operators, infantry, communication operators, use of operational materials, courses in topography... However, they also received training courses in the different Afghan ethnic, cultural, and religious groups as well as how to deal with and work with local civil and religious leaders.

In the civil component, both the personnel expatriates from AE-CID as well as the political advisor spent a minimum of one year at the PRT, with some individuals even renewing for longer periods.

The PRT military base in Qala-e-Naw was a small Spanish colony, made up of different structures administered by Spanish military and civilian personnel by way of contracts with different Spanish companies. All the materials, products and food were imported directly from Spain. There were two canteens, a restaurant and a general dining hall, hairdressers, a small shop, a small library, a gym, a chapel, phone booths for calling home and computers for using the Internet, etc. Within the PRT the currency was the Euro unlike the North American dollar and the Afghan Afghani used everywhere else in the country.

Spanish troops withdrew from Badghis in September 2013, main-

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20. CIMIC. 2010: *ISAF PRT Handbook*, Fourth Edition, 2010.

21. Ambassador of the Kingdom of Castile who travelled to Samarcand in 1403 with the intention of establishing trade links, although he was unsuccessful.

taining a military presence in Kabul with 50 soldiers housed in the general barracks, and in Herat at the forward support base (FSB), in charge of military and civilian airport administration, a Role 2 military hospital, a PASI unit (*Plataforma Autónoma Sensorizada de Inteligencia* as per the Spanish acronym), unmanned aircraft used in reconnaissance and around 350 military personnel. This was not the first time that Spain had participated with troops in an armed conflict; however it was the first time it developed a PRT model.

### 3.1. THE MILITARY COMPONENT

This was the part of the PRT responsible for providing stability and security in the province and to the civilian population of AECID in order to carry out their reconstruction and development activities in the region.

ISAF structural units:

#### MENTORING TEAMS (PAT AND OMLT)

*(Police Advisor Teams – PAT)*<sup>22</sup>

The ISAF requested police from the international forces to provide instruction to the Afghan police, and it was the Spanish Civil Guard who were responsible for this task in Badghis from March 2010. This unit depended on the EU – EUPOL mission,<sup>23</sup> their command was located in Herat, from where they received technical and functional support (considered confidential) in accordance with the NTM-A program.<sup>24</sup> Nevertheless, they were integrated within the PRT, given that this was their base of origin. The Civil Guard created gendarmeries in the respective provinces based on the instruction tasks with local police.

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22. Information from Lieutenant Colonel (TCOL) of the Civil Guard.

23. The EUPOL General Gendarmerie was located in Italy from where this unit depended functionally and technically (activities and reports).

24. This program was designed to instruct and train Afghan forces, and one of the five pillars of the Security Sector Reform (SSR).

The Spanish Civil Guard were specialized units,<sup>25</sup> many of whom belonged to the antiterrorist unit.<sup>26</sup> The team was made up of 32 Civil Guards between chiefs and sub-officials. Before posting to Afghanistan they underwent a period of training courses, including specialist courses in counterinsurgency (COIN). The tour of duty in Badghis was for five months. Missions consisted of liaison and monitoring Afghan police units. They provided support in training and use of forces with the objective of preparing a self-sufficient, competent and operational police force, capable of maintaining public order (security and protection of citizens) with certain standards of professionalism.<sup>27</sup> The Spanish Civil Guard in Badghis were not able to operate as an executive force, and could only act as an advisory body. For example, if a crime was committed, such as a rape, etc., they were unable to act at all, and could only inform the local police and wait for them to act accordingly.

The Civil Guard provided support in the following way:

- In training, by way of courses, work methods and methods of action.
- In logistic support, demonstrating for local units how to define their needs, how to carry out supply, maintenance and storage of materials, etc.
- In operations, orienting personnel concerning needs, how to plan for them, how to carry out operations, etc.

In the counterinsurgency (COIN) operations and according to the Lieutenant Colonel in charge: «[...] regarding insurgence, they (the locals) are the ones who know more, and are experts in this, they know

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25. Made up of three units consisting of snipers, drivers and interpreters: two units located in Badghis and another unit in Herat, which took charge of training border police.

26. The majority came from the Basque Country due to their specific antiterrorist training from many years fighting ETA, given that they were more experienced and were more accustomed to the risk.

27. According to the Lieutenant Colonel of the Civil Guard, many of the personnel who made up the local police had been exclusively involved in combatting insurgency before that. Training was focused on introducing these people to police work little by little.

the context and where the hot spots are located, and how to act and combat insurgency. We specialize in security related issues, such as how to prepare a riot squad..., in other words, very specific issues». On the other hand, the Lieutenant Colonel considered that Afghan society respected authority and the leadership of its superiors, dictatorial orders were obeyed without question, unlike in western society.

The different stages of local police instruction:

- 1) It began with coaching sessions, where trainers explain what was expected of them.
- 2) This was followed up by partnering. This was a form of association; the Civil Guard and local police would patrol together and engage in the same acts together (for example, entering a house or frisking a suspect, etc.).
- 3) Next came mentoring (police operational mentoring liaison teams - POMLT). This was the stage where local police were the ones acting with their instructors (Civil Guard) stepping back and monitoring; only intervening to correct when necessary.<sup>28</sup>
- 4) The next step was the advisors (Police Advisor Teams - PAT). Local police working alone and instructors only providing support on «how to improve» when necessary.
- 5) The final stage of instruction consisted of supervision.

In order to join the local police force, there was an initial selection process, and if successful, the candidate would pass a literacy course. Further on, during the more advanced stages of the course, candidates received courses about traffic-related issues, road safety, border con-

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28. In 2010, police were at this stage of instruction. On August 25th, 2 Spanish Civil Guard, 1 Afghan driver and an interpreter were killed while giving an instruction session. According to reports, the person responsible for the deaths was a local policeman from the team and who everybody considered to be a good person, liked by the Spanish Civil Guard as well as the locals. On the day in question, the man arrived for training carrying a Kalashnikov (soviet assault rifle common in conflict) and opened fire. As from this point onwards, trust was broken and the Spanish contingencies operated under heavy protection and in armoured vehicles. These were not isolated incidents, with the press reporting several similar incidents.

trol, passports, ID documents, as well as in human rights.<sup>29</sup> The salaries of the local Afghan police were paid by the Afghan government.<sup>30</sup> As of April 2012, there had been a total of 1,959 police trained in the province of Badghis.

The following is some of the situations the Civil Guard faced in Badghis during implementation of the NTM-A training program:

- Corruption within the system (backward social structure even though mobile phones, TVs, etc., were in use).
- Everything had to be created from scratch as there were no institutions or structures in place.
- Arms and ammunition were handed over to the future local police under direct and constant supervision through the establishment of monitoring systems.
- The Civil Guard did not get involved in drug-related matters (they did not act or carry out drug eradication campaigns).
- Lack of discipline and commitment on behalf of the future police force.
- Desertion was common among future members of the police force during training. The main causes were the low salary and some did not have the correct mentality and could not adapt to the new regulations.
- Pre-selection process to avoid associations between future police force members and the insurgents. This was performed using specialized media dedicated to checking the background of the future police members.
- There were centres distributed throughout the entire country where the initial selection process and literacy and training were carried out. After that, candidates were distributed throughout

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29. According to information from the Lieutenant Colonel, the aim of the training was to achieve a more normalized and advanced local police force, as they had experienced extremely hostile situations.

30. The monthly salary for a member of the Afghan police force was around 9,000 Afghani (around 150 €). BERNABÉ, M. 2012: «Una guerra en manos de niños», in *El Mundo*, August 19, 2012.

the different regional units where they continued with the different levels of instruction (coaching, mentoring, etc.), which lasted a total of three years.

- The number of police per district or region depended on a range of different parameters, such as population, extension/surface area, levels of conflict, delinquency, relief, specific areas (border, trade relations, regional interest, etc.).

The Civil Guard faced the following difficulties during the instruction process:

- The need for interpreters
- Local police force not a vocation.
- It took great efforts to instruct candidates in standard police services, given that they were more accustomed to acting in counterinsurgency situations.
- Desertion was common, given that many recruits were rehabilitated police (previously insurgents), the salary paid via the Ministry was not enough and more money was to be made in illegal activities.
- Corruption - ethnic and family cronyism through imposition of leaders.
- Drugs - problems encountered with trafficking and consumption of drugs within the force and in spite of controls in place.
- In general, local people have difficulty accepting the force and they will need time to demonstrate that they are in fact on the side of the people.

An article published in the Spanish daily, *El Mundo*, on August 19 2012, reported that there were cases of children under the age of eighteen being found among the ranks of the local police forces. Many were the children of policemen, the children didn't attend school because, as the article stated, there were no teachers to give classes, but the real reason was probably economic given that they receive the same salary as an adult member of the police. These children walked

around in police uniform carrying a loaded Kalashnikov. The father would have instructed them and taught them to shoot. This was happening in that time in the areas where the North American forces had instructed the police (Bala Murghab) and from where they had withdrawn in accordance with the transition calendar.<sup>31</sup> Once these forces began transferring activities and control over to the local body of Afghan police, these began recruiting the children.<sup>32</sup>

### *The Army and Operational Mentoring Liaison Teams – (OMLT)*<sup>33</sup>

The Spanish military contingent deployed at the PRT in Badghis, apart from performing security maintenance of the area, had a mandate to provide support and instruct Afghan National Army (ANA) candidates, in an effort to train a self-sufficient, competent and professional army. Instruction criteria in general adhered to NATO criteria for developing one of the five cornerstones of the Security Sector Reform (SSR) and more specifically, to the Spanish military criteria.

Instruction consisted of the same training program and stages as for police trainees. In 2012, in Badghis they were in the mentoring phase (through the OMLT), at which time it was the local Army who were the ones to act and the instructors (Spanish army) were standing in the background to observe performance and take corrective action where required. Spanish military staff advised on how best to order and structure the teams.<sup>34</sup> Any Afghan citizen wishing to sign up and enrol in the Afghan Army had firstly to pass a selection process at the Kabul internment centre to later continue their instruction in the mentoring teams of the different PRTs distributed throughout the provinces in the country.

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31. At the NATO Summit in Lisbon, November 2010, the calendar of transition was drafted which would mean a gradual transfer of responsibilities from ISAF to the ANSF. The schedule began in 2011 and would last until the end of 2014.

32. BERNABÉ, M. 2012: «Una guerra en manos de niños», in *El Mundo*, August 19, 2012.

33. Reports from Lieutenant Colonel (TCOL) of the Spanish Army (head of OMLT).

34. They carry out quarterly instruction cycles in manoeuvres, infantry and combat, etc.

The Spanish mentors from the Army, before arriving in the PRT in Badghis, had to undergo a six-month training period.<sup>35</sup> They would spend between six and seven months in the PRT. The mentoring team was made up of 160 members, but in November, 2012 the transition process was underway, leaving a team of only 119 members in 2013. The contingent destined in the Combat Outposts (COP) spent six or seven months in the same place, with the same people. There were no personnel rotations during this period in an effort to cultivate a bond and instil empathy designed to build team spirit within the group receiving instruction or training. Normally, there would be a team of 50 soldiers mentoring a contingent of 400 Afghan soldiers. Up until 2011 they had trained around 3,200 members of the Afghan Army in the province.

The main difficulty Spanish instructors encountered during the mentoring stage was the incomprehension of Afghan soldiers regarding the missions they would be required to perform on a regular basis, with an overreliance on mentors and instructors for assistance. The cultural chasm was broad and deep, not to mention the need to always have to work through an interpreter. One of the challenges facing instructors was to improve logistic support and for each battalion to be accompanied by their respective operational liaison and mentoring teams (OMLT).

The main problems and difficulties the Spanish Army encountered during instruction of the local Army (ANA) forces were:

- Lack of discipline and lack of commitment.
- Lack of planning and organization (for example, when they needed to leave the base for an operation, they would forget to check fuel levels before heading off).
- The leave and pass system was total anarchy and nobody monitored its implementation.

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35. Training consisted of a six-month training period on Spanish soil and two weeks at a NATO school where they would attend a range of training courses on issues associated with Afghan security and culture.

- They were inefficient and performance was poor.
- There were logistic difficulties with the maintenance of mechanical parts, weapons and cars, etc.
- Drugs were consumed despite the tests and checks in place.
- Corruption and cronyism within the system.
- Ethnic rivalry, even though this aspect was experiencing significant improvement in recent months.
- They had a desertion rate of 20%.

The transition process that was designed to implement the gradual transfer of responsibilities from the ISAF to Afghan National Security Forces (ANSF), got underway in 2011, and the withdrawal of Spanish forces was to begin at the end of October/November 2012, with a 10% reduction in the number of soldiers to be sent to Afghanistan, representing a reduction of 150 soldiers in the Spanish contingent. In 2013, the Spanish contingent would drop a further 40%, and the remaining 50% of the contingent, were withdrawn at the end of 2014, the point at which the control of security in the country would be left with the ANSF.

## THE PSYOPS AND UPS UNIT

The PSYOPS Unit (made up of psychologists and heads of communication) was in charge of the propaganda, communication and press, prepared polls to discover public opinion and also monitored the implementation of the government program to eradicate opium growth, even though they did not intervene in the operational or military plan. On the other hand, there was the UPS Unit, which was the unit responsible for intelligence through contacts, and obtaining information from members of the population.<sup>36</sup>

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36. During a visit to the Spanish PRT, he was denied permission to access the PSYOPS Unit as well as the UPS Unit.

The idea of civil-military cooperation is a reference to the «global set of activities designed to obtain support for the military mission through cooperation and coordination among command of forces in the region and civil society where the forces are located or where military forces are employed».<sup>38</sup>

All the activities at the CIMIC were punctual and carried out on a community scale. They were designed to win acceptance from the population through different means. It was important for the military to find out about and learn to respect cultural diversity, given that how they would deal with and interact with the local population, was key to the success of their activities. The activities carried out by the CIMIC were focused on «winning the hearts and minds» of the population:

- 1) Activities targeting the establishment of relations between military units and the civilian population, in order to secure a positive response in the development of military operations. They would always try to maintain and not to lose the relations they were establishing. This kind of function was referred to as *civil-military liaison*. For example, in Qala-e-Naw, the CIMIC, through a program known as «Cervantes», voluntary military personnel were employed to «teach» Spanish. In addition, IT courses funded by the company MACC were organized, targeting different groups of the population: civil servants appointed by the Department of Governance, young people appointed by the Education Prefecture, women appointed to the Women's Affairs Prefecture, etc. These courses lasted for six months (more or less the stay of a contingent at Badghis). They also prepared activities for Woman's Day on March 8th and/or collaborated in the AECID gender program, coordinating activities.

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37. Reports from Lieutenant Colonel (TCOL) Section S5 of Civilian Affairs at the Spanish PRT in Badghis.

38. *IBIDEM.*

- 2) Activities aimed at providing support to civil authorities and organizations to collaborate in the humanitarian support the civilian population needed. This function was referred to as *support for the civilian environment*. In one way or another, many of the actors in the region were involved or associated with the activities of the CIMIC, both local as well as international, from within or outside the PRT. For example, the rehabilitation of the prison at Qala-e-Naw had been a direct request by the governor of the province; AECID, to whom military escort was provided when the staff of TRAGSA were required to travel around Qala-e-Naw, or visiting programs in the districts.<sup>39</sup> In Badghis, the International Committee of the Red Cross (ICRC) was working in a program providing assistance to victims of military collateral damage, where the association with the CIMIC occurred when the PRT might be associated or involved or liable for damages to civilian victims and it was necessary to assign blame. Other organisations, local and international, did not want the insurgent to associate them with these initiatives, such as World Vision (US NGO) or the National Solidarity Program (NSP).
- 3) Activities directly with the local population, because in this way, the civil environment would provide support in missions and deployment. This function was referred to as *support from the civil environment to the forces*. One example was the *flea market* held every Friday inside the PRT. Travelling salesmen were allowed to enter to sell their wares, like rugs and carpets, ornaments, clothing, etc., and in this way, the military personnel and civilians from the PRT could share the same common ground on a public holiday, while the vendors could earn some money from the sales. Other examples include the relationship

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39. Some of the activities at the CIMIC could be prepared three weeks in advance and the civil component of the AECID could be programmed to visit some of the programs in the region. Yet, when the AECID's civil component did not attend, whether for security reasons or another, it was the CIMIC who would replace them on the visit, like for example on a visit to a clinic or a school under construction, if the AECID requested them to do so.

they tried to cultivate with different public or private centres in Qala-e-Naw, such as the Garden School, which they visited regularly. The CIMIC had painted the school and, from time to time, they visited it to bring supplies such as dishes or other materials that, according to the Principal, they didn't need: «[...] We need so many things, like now we need the toilets fixed, we need school materials, a water run-off channel in the playground so that when it rains the playground doesn't get water-logged, etc., but they only come and have a look around and then they leave». Despite this fact, there were other public and private centres where the approach was more positively received, such as the orphanage where CIMIC had made contact with and with whom they had to arrange a meeting to see what improvements could be implemented at the centre.

Other examples included operations «on the ground» where visits were programmed in order to maintain the contact in the regions and towns where military personnel were posted or along military routes (Luvina, Muqur, Qadis...), towns along the Lithium Route, etc. Through meetings, contact was made with local authorities, elders or tribal leaders, religious leaders, etc., who were offered support through the Quick Impact Projects (QIP), which consisted of quickly executed projects with a media impact and had high visibility for the local population, such as the rehabilitation of wells, donation of solar panels, the so-called *fridges*, which were tanks for collecting rain water, irrigation channels, donation of materials, etc. In order to carry out these QIP and bearing in mind that Ministry of Defence funds were being used, these projects required prior approval from the Spanish contingent. The QIP were carried out by individuals within the community: the labour required as well as the contracts were all locally sourced. The funds from the ISAF were not used for these (QIP) activities, but were designated to pay for the collateral damages that the local population might have suffered as a result of military actions.

CIMIC initiatives, were criticized by humanitarian and development organizations. In Badghis, were criticized by the United Nations

Office for the Coordination of Humanitarian Affairs (UNOCHA) because they did not coordinate with the Agency in an action to transport material and food (6 tons) to towns and villages that had been left isolated after severe flooding. The Governor of the province requested the assistance of the Spanish PRT to transport the material using helicopters and the Spanish troops came to their aid, however they failed to coordinate with or provide any information to the UNOCHA office.

The actions of the CIMIC unit were not regular actions and certain activities could be improvised without taking into account the consequences. For example, while a military unit was visiting and conducting programmed interviews with local leaders, the healthcare unit provided medical consultancy to the local people, offering them gifts such as radios, towels, etc., to attract the local people to their consultancies. These actions, referred to by military troops and some media as *humanitarian aid or action*,<sup>40</sup> when in reality it was in line with CIMIC doctrine designed to «win the hearts and minds» and, at most, should have been referred to as *support for the civil environment*. This type of initiative could even be damaging for the local population, as in this case when they were offered medical consultancy and free medication without any kind of follow-up. Not only was there no patient follow-up for the ailment or treatment received, but in addition, the patients probably couldn't afford to buy or find the medicine in the event that they were required to continue with the treatment.

The AECID healthcare program, by way of providing support to the Ministry of Health in the province since 2006, developed activities designed to improve basic healthcare service provision in order to raise awareness and attract the local population to the formal healthcare system. The doctor coordinating the AECID healthcare program in the middle of 2012 had this to say about the activities of the military Medical unit: «It is in the Hospital and the Healthcare Centres where Medical attention should be received. In this way we could achieve

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40. BERNABÉ, M. 2012: «Atención médica sin pacientes» in *El Mundo*, August 17, 2012, at: <http://www.elmundo.es/elmundo/2012/08/17/espana/1345160297.html>.

two objectives at the same time; bolstering the healthcare system while increasing people's confidence in it. In this way, people can and must demand their right to healthcare and the state's responsibility in responding to this basic right».

An article published in the Spanish daily, *El Mundo* demonstrated a further example of military interference in humanitarian and development aid activities.<sup>41</sup> In this case it was a situation where the aim was to rehabilitate wells and schools in unsafe locations but in areas with an ISAF controlled Spanish military presence. The article reported that «due to a lack of security», the AECID civilian personnel responsible for the development tasks were unable to travel and the humanitarian tasks were carried out by the military. It is true that the AECID, even though they were working with local staff, their mobility was severely reduced; with difficulty not only for getting the projects off the ground but also with the subsequent follow-up, monitoring and assessment. Yet, weren't the PRT created to, among other functions, provide security to and permit the civilian component to carry out its development work? It must be taken into account that in the Muqur region, to which the article referred, the Spanish ISAF troops, together with Afghan troops, has established a Combat Outpost (COP Ricketts) where there was a permanent military contingent with Spanish and Afghan troops. Therefore, after years of military presence in the region, security could still not be guaranteed, in other words, they had failed to achieve the COIN doctrine «oil spot» which meant that the military component controlled the region and could guarantee security in order to extend development and governability. What, therefore, had been the effectiveness of the Spanish PRT in the insecure regions of the Badghis province?

Spanish troops in Afghanistan carry out humanitarian aid activities. These projects are not vast and wide-reaching in their scope, but this does not mean they are less important. And not only that; military

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41. BERNABÉ, M. 2012: «Misión Humanitaria» in *El Mundo*, August 22, 2012, at: <http://www.elmundo.es/elmundo/2012/08/11/espana/1344660044.html>.

personnel sometimes act like governors, ensuring the existence and quality of basic public services such as healthcare and education. As a result, the message reiterated time and time again by the Ministry of Defence, is true: the Spanish mission in Afghanistan is in part humanitarian.<sup>42</sup>

Moreover, emphasising, as the article does, the excellent humanitarian work carried out by, in this particular case, the Spanish military in Afghanistan in detriment to humanitarian aid workers, who cannot carry out their duties due to a lack of security, not only legitimized erroneously the Army referring to itself as «humanitarian», but might also confuse the reader's grasp of the tasks being performed by those working in humanitarian aid and the work done by the Army. This, on the other hand acts as a false justification of the Army's presence abroad in «humanitarian initiatives».<sup>43</sup>

However, military personnel denied any interference with humanitarian and development tasks and stated that they were only engaging in one-off activities of little scope. However, and this can be seen by the examples, the confusion among local people was assured, as well as the danger for the workers, who carried out humanitarian and development tasks, as well as for the towns and villages the projects targeted, which might become a target for kidnappings, assassinations, threats... Afghanistan is one of the highest risk armed conflict hit zones for the humanitarian aid community. In 2013 alone, 81 humanitarian workers were victims of attack, kidnap or assassination.<sup>44</sup>

The new type of armed conflict possibly makes it inevitable that both military participation as well as humanitarian and development

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42. BERNABÉ, M. 2012: «Misión Humanitaria» in *El Mundo*, August 22, 2012, at: <http://www.elmundo.es/elmundo/2012/08/11/espana/1344660044.html>.

43. In 2012 and with the crisis in full swing, the Spanish government increases the Ministry of Defence budget by 28% in detriment of cooperation, culture, healthcare, education, etc., in Spain.

44. STODDARD Abby, HARMER Adele and RYOU Kathleen. 2014: *Aid worker security report 2014*, Humanitarian Outcomes / USAID, August 2014, at: [www.humanitarianoutcomes.org](http://www.humanitarianoutcomes.org).

On June 2, 2004 an insurgent attack in the Badghis province killed five workers from the MSF organization.

aid will be forced to find ways to work together. Hence, the role of an army in humanitarian action should not be any other than establishing and maintaining security, as well as providing logistic support in necessary activities. The army should not have to carry out humanitarian aid work in order to achieve its military and political objectives, utilizing the term *humanitarian* in its actions, which are not humanitarian, and even though some of their activities might be beneficial for the town or village in question, in many other cases these actions might be detrimental. On the other hand, for humanitarian action, it is required to negotiate the «humanitarian area» with all the actors involved, whether they are government or international, as well as non-governmental bodies and/or insurgent groups to whom it is necessary to explain the organization, its principles, what activities are to be involved and who they are focused on, and to demonstrate that their interests are none other than to cover the basic needs of all individuals. Humanitarian aid command is not political and in order to create the humanitarian space, the different armed group need to identify and distinguish humanitarian aid from a political or military operation. Nevertheless, this is not the case with development, where the principles are of a political nature and actions are focused on providing support and efforts for the established government in different areas (governability, rehabilitation, construction...) and where negotiating the «space for development» can be complex, if not impossible. Even though these actors develop programs targeting the entire population and the most vulnerable groups, they are working for and supporting a government which the insurgent groups do not recognize. As a result, it is extremely difficult to successfully carry out efficient development programs within the framework of an armed conflict, and in which the lives of the actors involved are not in danger.

Agency Coordinating Body for Afghan Relief (ACBAR) recommends that the PRT exclusively concentrate on developing the Security Sector Reform (SSR) and put an end to their participation in humanitarian aid projects.

We recommend the development and rapid implementation of plans that will anchor all PRTs exclusively in the area of Security Sector Reform. Specifically PRTs should focus on supporting the DDR [Disarmament, Demobilization, and Reintegration] process and the training of the Afghan National Army and police. We recommend ending PRT involvement in humanitarian assistance-type projects and a shift to selecting projects that focus on practical measures to strengthen the government's authority provincially, such as the rebuilding of police stations, customs houses and local administrative offices. To this end, we call for a change to the PRT mandate which should be clearly and precisely defined. The name of PRTs should be changed to Provincial Stability Teams for greater clarification.<sup>45</sup>

By the end of June, 2012 the death toll was 97 Spanish soldiers, 2 Civil Guards and 2 interpreters. 79 deaths resulting from an airline disaster (62 killed when the *Yak-42* crashed in Turkey on May 26, 2003 and another 17 when the *Cougaren* helicopter crashed in Herat on August 16, 2005); 15 killed in terrorist attacks (11 soldiers, 2 Civil Guards and 2 interpreters): 1 soldier on July 8, 2006, 1 soldier on February 21, 2007, 2 soldiers and 1 interpreter on September 24, 2007, 2 soldiers on November 9, 2008, 1 soldiers on October 7, 2009, 1 soldier February 1, 2010, 2 Civil Guards and 1 interpreter on August 25, 2010, 2 soldiers on June 26, 2011 and 1 soldier on November 6, 2011. A further 2 soldiers were killed in a traffic accident and 5 soldiers died from heart attacks.<sup>46</sup>

It is possible to obtain certain information regarding military expenditure, the amounts and «what» the money has been spent on by analysing appearances in the Spanish Parliamentary Sessions, the Diary of these meetings and statements by the Minister of Defence. The military withdrawal from Badghis alone accounts for more than € 400 M, and this does not include the amounts paid in terms of develop-

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45. YUJI UESUGI. 2009: *Provincial Reconstruction Teams (PRTs) in Afghanistan: Filling the Gaps in Peace-building*, 2009, p. 180.

46. Total number of Spanish victims does not correspond with the figures given by NATO/ISAF, probably because these do not include the victims of the *Yak-42* accident or those who died from heart attack.

ment, Spanish military spending in the ISAF between 2002 and 2013 is calculated to be in the region of €3 billion.<sup>47</sup>

### 3.2. THE CIVILIAN COMPONENT

This part of the PRT was made up of two cornerstones: the diplomatic cornerstone and the development cornerstone. Both of these came under the auspices of the Ministry of Foreign Affairs and responsible for performing diplomatic activities, reconstruction and development in the Badghis province.

#### THE DIPLOMATIC CORNERSTONE

In the Spanish PRT, the head of the civil component held two positions: he was the head of the civilian component and also the political advisor (POLAD) to the Colonel in relations with provincial institutions in Badghis. The interlocutors were the government and the four provincial departments (Economy, Healthcare, Education and Infrastructures) to whom the PRT provided support, as well as other authorities from the province, tribal and religious leaders.

The political advisor reported directly to the Ministry of Foreign Affairs on which the AECID also depended. Despite this fact, planning and execution of development programs were the exclusive mandate of AECID. The PRT political advisor was responsible for coordinating, in conjunction with the AECID, the overall aspects in action and liai-

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47. CALDITO PEREZ, L. 2012: «*El fin de la misión en Afganistán y el futuro de la cooperación española*», Redactora de Defensa. *Europa Press*, Peace, Security and Defence Chair, University of Zaragoza, December 9, at: <http://catedrapsyd.unizar.es/observatorio-psyd/opina/el-fin-de-la-mision-en-afganistan-y-el-futuro-de-la-cooperacion-espanola.html>.

«*Diario de sesiones del Congreso de los Diputados*», Plenary session nº 178 (IX legislature number 189), held September 15, 2010, p. 7.

«*Diario de sesiones del Congreso de los Diputados*», Session nº 24 (IX legislature number 468), held February 17, 2010, p. 7; MINISTRY OF DEFENCE; MINISTRY OF FOREIGN AFFAIRS & COOPERATION.

son with military forces and as political advisor he was the political connection to the province, given that in Kabul this role corresponded to the Spanish Embassy.

Within the PRT, there was the comprehensive command meeting, with the different civilian and military representatives: the Colonel (head of the PRT with their High Ranking command), the political advisor and head of the civil component, the AECID coordinator and the North American civilians who shared the base at the Spanish PRT:

For Gianni Paz, from the US State Department, the exchange of information would have to improve. He complained of the difficulty of sharing information faced with the novel situation where military and civilian personnel from different countries were working side-by-side. In this case, between Spain, Italy and the US, he believed that the different teams must improve coordination in order to improve information sharing, but not only at a local or provincial level, but also on a national and international scale.<sup>48</sup>

Within the concept of the PRT, civilian as well as the military objectives were to provide support and legitimacy to the Afghan Government, which was clearly established by the three principal areas of action: Security, Governability and Development. In terms of governability, the goal was to assist the government in establishing a presence in the province by providing support for Afghan institutions. The governor was the key figure they gave support to in the province in order to obtain the prestige and leadership required to become a legitimate figure in the eyes of the local population.

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48. Qala-e-Naw, Spanish PRT in Badghis, April 26, 2012.

The role of this area was to identify, plan and execute the reconstruction and development programs. In the PRT at Badghis, this cornerstone was made up of a general coordinator and an assistant coordinator, both of whom were contracted by the AECID. On the other hand, there were experts from the different programs and/or work areas, contracted by the public company TRAGSA.<sup>50</sup>

Spain committed to a military undertaking with the ISAF in Afghanistan at Bonn (2001) as well as contributing via donations aimed at bringing about basic political and institutional reform throughout the country.<sup>51</sup> At the London Conference (2006) and through the «Afghanistan Compact», a new phase focusing on development was set in motion. Spain committed to contribute towards the reconstruction and development during a period of five years (2006-2011), with an overall investment of €150 million, 100 million of which was allocated to multilateral funds and 50 million (10 million/year) allocated to bilateral funds administered directly by AECID for developing the projects at Badghis.<sup>52</sup> In 2012, AECID continued working in Badghis following a logical framework of permanence for the same year and in

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49. The instrument of the AECID for implementing projects in Afghanistan was through a state subsidy in kind, which the public company TRAGSA was responsible for (Government's own means) performing infrastructure work and the Ministry of Defence with the function of providing the necessary security to implement these projects.

50. In April 2012 this was made up of eight coordinators: one head of action, one administrative worker and six coordinators from the specific programs (infrastructures, healthcare, gender, agriculture & livestock farming, water & sanitation, and education).

51. Conference held in Bonn, December 5, 2001, at which the calendar to initiate a new political framework in Afghanistan following the liberal western model was established (new institutions, presidential and parliamentary elections, new Constitution).

52. Documentation on Afghanistan can be obtained from the Ministry of Foreign Affairs (MAEC): the Director's Plan for Spanish Cooperation in the period 2005-2008, PAE - *País d'Atenció Especial, el Pla Director 2009-2012 com a Grup B - País d'Atenció Focalitzada*, at: [http://www.maec.es/es/menuppal/cooperacioninternacional/Publicacionesydocumentacion/Paginas/publicaciones\\_cooperacion.aspx](http://www.maec.es/es/menuppal/cooperacioninternacional/Publicacionesydocumentacion/Paginas/publicaciones_cooperacion.aspx).

the same sectors. The budget for 2012 was reduced to €5 million, while the program coordinators began returning to their respective homes and the AECID coordinator and assistant coordinator began the process of transferring programs and responsibilities to the provincial Afghan authorities. In 2013 and 2014, the AECID provided continued funding to project already underway by way of a donation of €22 million, to be administered by the National Community Development Program (NABDP),<sup>53</sup> and a further €5 million to maintain support for the Afghan Peace & Reintegration Program (APRP).<sup>54</sup> Even so, Afghanistan is no longer included under the Director Plan for Spanish Cooperation 2013-2016.<sup>55</sup>

The actions of the AECID was within the framework of the Afghanistan National Development Strategy (ANDS) which included Millennium Development Objectives presented and accepted at the different donor conferences, as well as Provincial Development Programs (PDP) and contacts with the *xures* (local assemblies) and the Community Decision Committees (CDC). The Badghis province is one of the poorest in the country and when the AECID set up there it was starting practically from zero. There was initially consensus with Afghan authorities regarding the activities that were carried out in the province, a fact that at the same time strengthened the legitimacy of provincial governmental institutions. Even so, due to security problems, the AECID limited its activities principally to developing the projects «for» and «from» Qala-e-Naw.

The AECID implemented programs in different sectors:

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53. The NABDP contined the support that AECID had given to local Afghan authorities, as well as, in the access to public lighting services and to the water sanitation and supply system to Qala-e-Naw. Ministry of Foreign Affairs and Cooperation (MAEC). 2013: «España entrega a Afganistán la gestión de los proyectos de cooperación para el desarrollo en el país», April 8, 2013, in: [http://www.aecid.es/es/noticias/2013/04-2013/2013\\_04\\_08\\_afganistan.html](http://www.aecid.es/es/noticias/2013/04-2013/2013_04_08_afganistan.html).
  54. The APRP is a program that began its activities in 2010 with the objective of reintegrating into Afghan society those members of the armed opposition willing to abandon their weapons, renounce violence and accept the established government.
  55. Director Plan for Spanish Cooperation 2013-2016 at: [http://www.cooperacionespanola.es/sites/default/files/plan\\_director\\_cooperacion\\_espanola\\_2013-2016.pdf](http://www.cooperacionespanola.es/sites/default/files/plan_director_cooperacion_espanola_2013-2016.pdf)

- **Governability** – to bolster provincial government institutions in Badghis (governor and provincial directors, while the USAID did the same in districts on a local scale).
- **Infrastructures** – the rehabilitation of more than 160 kilometres of road; the construction and rehabilitation of buildings (the Department of Rural Rehabilitation and Development (DRRD), the house and office of the provincial governor, the administrative building of water and roads offices); paving streets in Qala-e-Naw; a refuse collection and a public lighting system in Qala-e-Naw, the rehabilitation of the landing strip in Qala-e-Naw; construction and setting in motion of a Provincial Machinery Park for the maintenance of the road network in the province with 35 public works machines (heavy machinery, trucks, cement mixers, well-drilling machinery); construction of the lithium trade route to connect Qala-e-Naw with Bala Murghab and improve the economy and the market economy between the two cities. This route was financed using bilateral funds administered by the AECID (€3 million), and the construction was the responsibility of the Department of Rural Rehabilitation and Development (DRRD), meanwhile the Spanish, Italian and local troops looked after the security of workers in the construction of the road.
- **Gender** – the development of activities designed to raise awareness concerning gender equality, women’s rights, access to basic services, a radio program, support for the publication of a magazine dealing with women’s issues (cooking, women’s rights, etc.), training in gender-related matters targeting local leaders, Mullahs, schoolchildren, etc.
- **Water & sanitation** – the construction of a network of water pipes and water storage facilities in order to ensure access to drinking water, and reusable residual water treatment plants for irrigation throughout the entire town of Qala-e-Naw, the construction of micro reservoirs and tankers to retain water from thawing ice in the spring. More than 100 wells were drilled and built in the communities in the district.
- **Education** – construction of a training centre and three secondary schools, six primary schools in rural areas, rehabilitation of

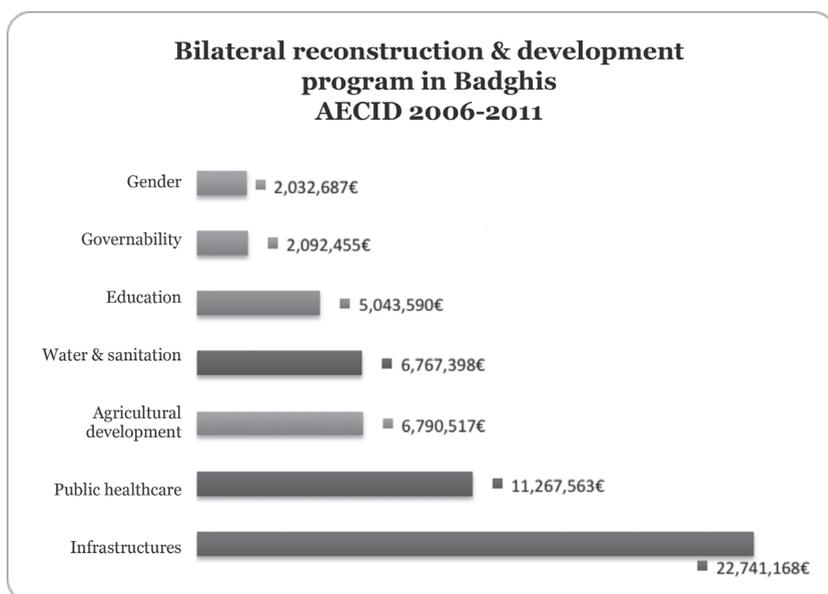
schools and equipment with school materials, and support for the Provincial Education Department with equipment donations, repairs, the Internet, etc.

- **Agricultural development** – through family vegetable gardens, reforestation of the pistachio tree, (native to the province), reseeding pasture lands, the Shuqufan farm was created to carry out activities designed for experimenting, investigation, provide training, detect diseases, fertilizers, veterinary services (medicines and vaccines), etc.
- **Healthcare** – investment was made in the provincial hospital in Qala-e-Naw (rehabilitation, construction, logistics, a nursing school, midwives and laboratory technicians, and hospital administration); in the rural area, construction of healthcare centres, awareness raising in basic health matters in rural communities, implementation of a provincial patient transport system with 16 ambulances, equipping health centres with HF radio, and providing support to the national tuberculosis program and the vaccination campaigns through Qala-e-Naw Hospital.

Progress made in the healthcare area in the province had been significant, but weak, given that it was not possible to extend to the entire population, but only to the urban area and to those individuals with the means to travel. The most significant progress can be seen in the provincial hospital in Qala-e-Naw. Those lucky enough to have transport were able to visit the hospital and reported significant improvement in the quality of care and attention received, therefore they no longer had to travel to Herat as had been the case a few years ago. For those who were from outside Qala-e-Naw or who did not have the means to travel, very little if anything has changed (it is important to remember that we are referring to dispersed rural areas); as a result, for the majority of the population in the Badghis province, access to and availability of healthcare services is still largely underdeveloped and deficient. For 2012, there was no real data available of the healthcare situation in the province, as there had never been any

healthcare assessment or survey from AECID<sup>56</sup> that would allow to discover, detect and prioritize interventions in the most vulnerable areas of Badghis province. Similarly there were no surveys or polls available to discover the efficiency of the program being developed. There were also very few healthcare indicators on a province-wide scale that could be analysed.

Bilateral investment by AECID in Badghis.

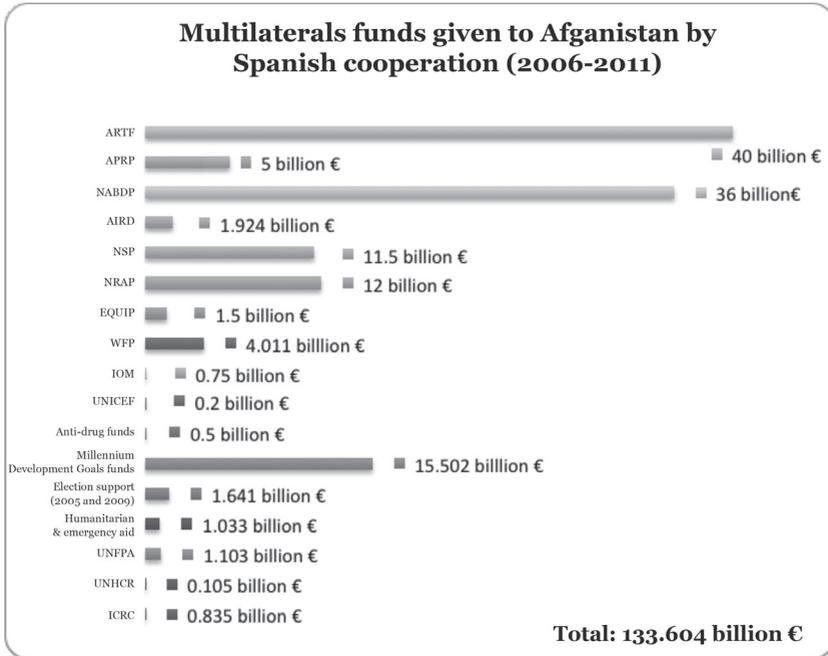


Source: AECID (April 2012).<sup>57</sup>

56. Only UNICEF carried out surveys at national level.

57. According to information obtained by AECID, in April 2012, the total amount invested by way of bilateral investment was €56,735,378, an amount that does not correspond with the data published in the dossier «DOSSIER COOPERACIÓN ESPAÑOLA EN AFGANISTAN».

Multilateral funds contributed by Spanish cooperation to Afghanistan (2006-2011).



Source: AECID (April 2012).<sup>58</sup>

According to the AECID dossier on Official Development Aid (AOD as per the Spanish acronym) to Afghanistan: «Spain has undertaken to deliver EUR 220 million between 2006 and 2012. Thus far, a total of €: 195,218,658 has been executed: €68.063.837 through bilateral funding and a further €127,154,821 by way of international bodies. If it is true that the Spanish contribution, if we are to calculate all the Ministries and Administrations, the figure comes to around €460 million then it generously fulfils its commitment. In 2012, the Spanish bilateral cooperation program will come to €5,000,000».<sup>59</sup>

58. According to the Spanish cooperation in Afghanistan dossier up until 2012, multilateral funds had invested €127,154,297, an amount that does not correspond with information obtained directly from the AECID, in April, 2012. Spanish Cooperation in Afghanistan, *DOSSIER COOPERACIÓN ESPAÑOLA EN AFGANISTAN*.

59. Spanish Cooperation in Afghanistan, *DOSSIER COOPERACIÓN ESPAÑOLA EN AF-*

The work directed by AECID in the province was developed principally through provincial institutions and authorities and with local and national personnel. As a result, with the withdrawal of the Spanish Agency, all responsibilities now fall to the corresponding ministries. It was impossible to ensure what financing would reach the province or whether through the multilateral funds the maintenance and continuity of the projects already underway could be guaranteed, given that it was now the central government who would be responsible for administering them. It was also unclear what was going to happen with the technical support that the varying institutions received up until this point, or whether this support was necessary and needed to be continued. It is also impossible to obtain information regarding the efficiency of the different programs developed by AECID that would enable us to find out the situation and the impact on the Badghis province. In fact, AECID contributed massive funds and with huge projects but without knowledge of their efficiency or effectiveness.

The PRT political advisor (POLAD) had this to say on the subject:

[...] I am convinced that when the international community leaves there will be many problems, many steps backwards, but like when you teach a child how to walk and they fall, they're going to fall a lot more times and the time will come that they alone will become aware that they will have to assume responsibility, and they will set about resolving the problems of corruption, that's not something we are going to achieve.

In 2013 the situation in Badghis had not improved, the UNOCHA Strategic Response Plan (SRP) for Afghanistan listed Badghis, along with a further four provinces (Helmand, Kunar, Nangarhar and Ghor), as those most in need of humanitarian aid.

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*GANISTAN*, from: <http://static.presspeople.com/attachment/553df77174e84ce08f79f4bc6149ea1a>.

## 4. CONCLUSIONS

There is no assessment data or models available to evaluate the efficiency or suitability of the Spanish PRT interventions in Badghis either from military circles or from development and governance circles via the AECID. Even so, in general terms we can say that the vulnerable areas in the province have not been reduced and they remain dependant on outside aid. Nevertheless, significant changes had taken place with the projects developed. Some indicators have improved, but there is still a long way to go in order to reach the desired objectives.<sup>60</sup> On the other hand, security in the province had always been extremely volatile and non-existent in many areas due to the presence of militias who have never ceased to operate in the region. It was difficult to imagine that the situation would not worsen with the withdrawal of the international troops from the province. Even though the government has its own army and police force, it was not clear whether these Afghan forces would be sufficient in number and well enough prepared to face down the insurgent groups. What we did know was that dissidence in the army was very high (>20%), that the local police did not have the full confidence of the local people, and that with the exit of the North American forces, the police began recruiting under age candidates. These elements were not a sign of stability in the short to mid-term. Even so, the military withdrawal of the PRT also meant the civilian withdrawal, thus demonstrating that the actual vulnerable areas in the province and the needs of its peoples, had little to do with Spanish interests. Nevertheless, in September 2013, acting as a member of NATO and the International Community, the mission had been declared accomplished, «mission accomplished»<sup>61</sup> as the troops prepared to leave the province.

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60. See chapter 5 (Civil Component) a ROURE PUJOL, C. 2014: *Afganistan després del 2001: Pau i Reconstrucció*, Departament d'Història Contemporània (UB), tesi doctoral, juny 2014, p. 343-348, 376, 377, 380; a: <http://www.tdx.cat/handle/10803/275968>.

61. *La Gaceta*, 2013: «Misión cumplida: España transfiere la base de Qala-i-Naw a Afganistán», September 26, 2013, from: <http://www.gaceta.es/noticias/misi%C3%B3n-cumplida-esp%C3%B1a-transfiere-base-qala-i-naw-afganist%C3%A1n>.

Badghis area was dominated by the illegal market and cultivated opium poppy (although not in huge quantities). Insurgents in the province were militias from warlords more interested in maintaining the black market instead than militias operating under Taliban ideology. The fight was the power and enrichment through easy money and not through the development of the province (economic, social...). The structures of the state were of no interest to these groups who preferred stagnation to progress, which flew in the face of their interests. The attacks, principally, were perpetrated against foreigners, but Afghans who came from other provinces were also considered foreigners, in other words, anything that might represent change or progress for the province. In that context, the PRT put into practice a comprehensive approach model, with its goal, at least on paper, to bring stability to the province and, at the same time, provide support for creating the state structures at a provincial level and bolster the economy and development. Spanish troops argued that they were not combat troops and that they did not participate in that type of operations: they classified themselves as a peacekeeping force however of a peace that didn't exist. They were not enough troops who were unable to cover the area of the four intervention districts, despite having deployed *three Combat Outpost (COP) bases* in different parts of the region.

The clearest functions and responsibilities of the Spanish military PRT were those that provided support to the government in the development of two cornerstones of the Security Sector Reform (SSR) instructing the Afghan Army and its National Police force. On the other hand, they provided support for the Afghan Peace & Reintegration Program (APRP), which suffered a 20% dissident rate. These were the individuals who preferred to return to insurgency because they could not find occupational or economic alternatives to bearing arms. Another of the cornerstones of the Security Sector Reform was to target the Fight against Narcotic Drugs. There was not enough information available concerning the implications, if any existed, of the war on drug-trafficking on behalf of the Spanish PRT, given that Badghis was a cultivation and trafficking region for opium. According to informa-

tion received, the Spanish contingent did not take part in the destruction of the opium poppy growing fields, as the subsistence of many families in the province depended on this activity and it would have turned the people in the region against them. The military intelligence unit was only responsible for collecting information. Even so, information did come to light that was to indirectly involve the Spanish military contingent in the destruction of poppy growing fields:

This year, for the first time, there is not going to be an eradication campaign of the poppy growing fields in Badghis. «Spanish troops assisted the Afghan army in ensuring the security of the workers who destroyed the fields. However, this year the Spanish troops are not here and the Army states that they cannot assume this responsibility, as they already have enough to do with guaranteeing security for the second round of presidential elections», lamented the person responsible for the Counter Narcotics Department. In 2013, almost 9,000 acres of opium were planted in Badghis. This year it might be more.<sup>62</sup>

As far as the activities of the CIMIC are concerned, there was no reporting or coordination with the AECID, which appeared none too interested or worried about what the military were or were not doing about this matter. For the AECID, the work being carried out by the CIMIC was insignificant in scope and did not interfere in any way with their projects. Even so, the fact that the civil component of the AECID was an integral part of the PRT increased the danger of being associated or identified with the military personnel as if they all belonged to one and the same team, a fact that increased the risk of being targeted for attack or threats. In fact, the locals did not make a difference between them and everybody was identified as «the foreigners» regardless of their nationality, or whether they were civilians or military personnel. In this context it became extremely difficult to access the regions with greater needs to develop projects. The first thing required was to establish security in order to carry out the development activities.

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62. BERNABÉ, M. 2014: «España nos habría ayudado», *el Mundo*, September 5, 2014, from: <http://www.elmundo.es/espana/2014/05/05/53668caee2704e5c068b457e.html>.

The fact that civilians are unable to carry out the development activities because it is impossible to provide a secure environment for this, does not mean that development should become the responsibility of the military circles, given that the security-development dilemma cannot be resolved by implementing QIP like those developed by the CIMIC unit in Badghis. Not only because these were projects with very little impact and scope but also because they were carried out in regions that had a military presence, and had nothing to do with the needs and priorities of the local populations and where the majority of the communities in the district were left outside the radius of action.

## DEVELOPMENT

The stability and security the Spanish military PRT brought to the area was very limited and development activities and projects were not extended throughout the province. Therefore, the AECID invested in rural communities through NGOs and in accordance with UNAMA light footprint<sup>63</sup> proposal and ownership,<sup>64</sup> contracting Afghan experts and locals in order to develop governability with local authorities and institutions as well as projects developed and coordinated by TRAGSA, even though it was not always possible to carry out supervision or follow-up activities. There was no assessment made of the effectiveness or sustainability of these projects. It is not possible to access or avail of any survey or assessment of the situation in the province and/or the projects implemented during the period that AECID was operating. Monitoring, if this actually occurred, was conducted from the Ministry or other NGOs, and visiting projects in the districts was not commonplace, given that it depended on military convoys. There was no information available regarding whether the efficiency or impact from the different projects and activities developed up until 2013 had been assessed, some of which were extremely ambitious and in given

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63. Concept used to avoid the perception of a colonizing power with a reduced number of foreign presence.

64. Concept utilized to say that it must be the Afghanis themselves who must take charge of and work towards steering the country in the right direction.

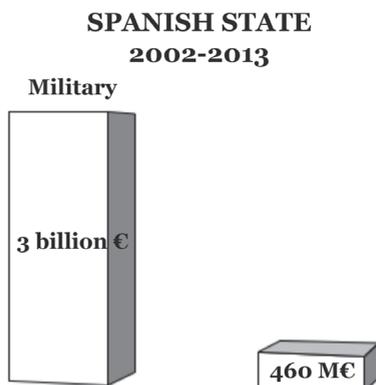
the context, were not very sustainable either technically or economically.

Working in development implies obtaining long-term results, with projects requiring decades and not years before sustainable, real and continued progress can be secured. Projects require planning and development in such a way as they can be adapted and adopted by the government and the local population, who are the ones that have to participate and identify their needs and priorities. Afghanistan, when the AECID arrived in Badghis in 2005, was a country destroyed by years and years of wars and as such, extremely poor in every context of the word. Human capital was weak where 85% of the adult population were illiterate, and with a rural population living within an extremely traditional society set in their ways. In this situation, projects had to respond not only to the needs and priorities of the population, but it also had to be the local population who would make them viable and manageable. The AECID developed extremely ambitious projects and with a broad scope, projects that might not have been priorities at such an initial stage in the game. For example, what would happen to the machinery in the machinery park after 2013? How would the workshop be financed, how would replacement parts be guaranteed, machine maintenance, etc.? Who would pay the salaries of the personnel in all the projects that up until now had been paid by the AECID? Who would foot the fuel bill, the repairs and maintenance for the 16 ambulances in service at the Qala-e-Naw Hospital and districts? Who would ensure that the hospital generators had enough fuel to function in the event of a power cut? Are the medicines required for the tuberculosis program assured? And the medicines required for the hospital? And what about the maintenance work for the water network at Qala-e-Naw? Was it necessary at such an early stage to light up certain streets in Qala-e-Naw? How can the four provincial directors (public healthcare, public works and rehabilitation, rural development, education) maintain and ensure continuity for the programs already underway if they cannot obtain sufficient funding from the central government? All this exists, without ever taking into account that the scourge of corruption is everywhere. In conclusion, the ques-

tion is whether sufficient financial and technical support will be made available and how will the situation be administered so that all the work and money invested so far, might be maintained and continue. This aspect is closely associated with good governability, quality, efficiency and transparency.

According to the head of the civilian component (POLAD):

[...] Management is shared for AECID programs so we only saw the invoices and they carried out the administrative end. The Americans (USAID) are doing the same; they even have specific training programs in budgetary management, etc. The thinking is that we may now leave because the Afghan people can now look after the administration and development. Even though they need financial and technical backing, they are now the ones who will have to do the legwork. This is standard transition procedure and will give them full responsibility for the country. They will take steps backwards but that just has to be like that [...].



Prepared by the authors from sources.<sup>65</sup>

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65. Caldito Perez, L. 2012: «El fin de la misión en Afganistán y el futuro de la cooperación española», Redactora de Defensa. *Europa Press*, Cátedra Paz, Seguridad y Defensa, Universidad de Zaragoza, 9 de septiembre, a: <http://catedraprasyd.unizar.es/observatorio-prasyd/opina/el-fin-de-la-mision-en-afganistan-y-el-futuro-de-la-cooperacion-espanola.html>;  
I, la Cooperación Española en Afganistán, DOSSIER COOPERACIÓN ESPAÑOLA EN AFGANISTAN, a: <http://static.presspeople.com/attachment/553df77174e84ce08f79f4bc6149ea1a>.

As the diagram shows, there is no balanced distribution established between that which was spent in the military sphere and that which was spent in the area of development, meaning that the intervention in Afghanistan had a tendency towards an eminently military strategy.

The PRT model implemented in Badghis, might have been viable in a post-conflict context and using peacekeeping forces, however, the example of Afghanistan has demonstrated to us that it is not viable in armed conflict situations, where after the billions of euros spent, and technology deployed, the country remains unstable, unsafe and underdeveloped. Corruption has increased, the warlords and Taliban continue to reside in the circles of power, both within the central administration and parliament as well as in provincial and local administration and councils, conflict and violence continue in many regions, human rights continue to be violated and women and children continue to live in extreme conditions. In Badghis itself, not only is insurgency still present in the region, but it remains one of the provinces with the greatest need of humanitarian aid.

Spain, as a member of the International Community and NATO, intervened in Afghanistan providing a response to a policy of alliances that imposed their own interests, but without achieving the objectives set out. For Spain, this intervention has been one of the most costly in its history at an economic level as well as in the loss of human life.

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