

ANNUAL PROJECT REPORT 2007

**United Nations Development Programme
Afghanistan
Disbandment of Illegal Armed Groups (DIAG)
01-01-2007 – 31-12-2007**



Construction of a health clinic in Pashtun Zarghun District as a result of DIAG compliance in Herat.

Project ID:	00043604
Duration:	January 2005 – March 2008
Component (MYFF):	2.7 Public administration reform and anti-corruption
Total Budget:	USD 20,947,373
Unfunded:	USD 0

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Executive Summary

The Disbandment of Illegal Armed Groups (DIAG) project enjoyed a successful year in 2007 with regard to its two outputs; namely, support to the disbandment & weapons collection and support of community development. Whilst the project was envisaged to end in December 2007, a government decision to transpose the deadline from December 2007 to March 2008 extended the project's mandate by three months. As a result, the report focuses on the progress towards the outputs rather than closure of the project as indicated in the Annual Work Plan.

With regard to the first output, namely, disbandment and weapons collection, activities have progressed on track with Afghanistan's New Beginnings Programme (ANBP) offering support at various levels, ranging from the drafting of legislation for the registration of Private Security Companies to providing eight Weapons Collection Teams to collect weapons in the field. ANBP was instrumental in creating three databases for the government to properly keep track of Illegal Armed Groups. These were databases related to individual weapon licenses, registration of weapons and private security firms. Furthermore training was also provided to relevant government counterparts in the utilisation and maintenance of this database.

With regard to the second output, the project worked with relevant stakeholders including the Ministry for Rural Rehabilitation and Development (MRRD) and local community leaders to identify community development projects in 29 DIAG-targeted districts. So far, it completed one project, and the remaining 22 projects are in different stages of implementation such as conducting a technical survey or opening for bidding. Physical construction is in progress in six districts

The main contributing factor to the project's progress was the implementation of the DIAG Strategic Review and subsequent Action Plan, which outlined the necessary steps required for the preparation of the government to independently implement DIAG. Ten lines of effort outlined the ten priorities in successfully implementing DIAG. Additionally, the endorsement from His Excellencies President Hamid Karzai and Second Vice President Abdul Karim Khalili provided the project with renewed political commitment at the highest levels.

A pertinent issue is that only few Illegal Armed Groups have disbanded despite improvements in project implementation. This relates to the issue of government capacity, where the government is unable to enforce disbandment. Government Officials Linked to Illegal Armed Groups (GOLIAG) still retain their posts and consensus on candidates for the Chief of Police or other similar posts are not reached. In short, the Mol still lacks the capacity to implement DIAG on several levels. In response, ANBP has increased efforts to assist the government by providing mentors to enable the government to create and strengthen a dedicated DIAG cell within the Mol in order to transition to full government control.

The report is structured commencing with the review of the progress of the project, followed by review of the strategy, management effectiveness, summary of project results, implementation challenges and, finally, lessons learnt and recommendations.

I. Context

With the mandate of the Disarmament, Demobilization and Reintegration (DDR) project restricted in scope to disarming and disbanding only the Afghanistan Military Force (AMF), it subsequently became necessary to set in place a project to disband those illegal armed groups (IAGs) which remained outside the DDR process. To initiate the project, the government drafted the Gun Law and Security Company legislation in order to signal its intent, with the creation of a Joint Planning Cell as part of a preparatory assistance project supported by UNDP. Through a joint venture ANBP / Joint Planning Cell produced key outputs including policy discussion papers in conjunction with key ministries. At this time UNDP / ANBP encompassed the provision of support in terms of policy advice, qualified personnel, logistics and administrative assistance to achieve the goal of disbandment of IAGs. The project was placed under the leadership of the Second Vice President's Office, with project implementation through the Disarmament and Reintegration (D&R)¹ Commission and the Joint Secretariat.

Owing to the slow progress, in 2006 efforts began to revise the DIAG strategy, policy, implementing procedures and operational design. This Strategic Review was finalized in early 2007 with a corresponding Action Plan and Ten Lines of Effort to implement the recommendations of the Strategic Review. With support at the most senior levels, including the President's endorsement of the Action Plan in February, DIAG enjoyed a renewed momentum thereby allowing it to work towards achieving its objectives.

During the reporting period, the expected results of the DIAG project were pursued in line with ANDS Benchmark 1.4 Disbandment of Illegal Armed Groups.² The project is intended to support the realization of the overall UNDAF Outcome 2 Governance, Rule of Law and Human Rights³ in close partnership with UNAMA. Project Resources have been applied towards the achievement of CPAP Outcome 2⁴ and CPAP Output 2.2⁵. This is demonstrated by the project progress towards the following intended outputs: (1) Implementation of weapon collection and disbandment of illegal armed groups fully supported; and (2) Identification and monitoring of socio-economic community development and governance interventions fully supported.

As DIAG is a government-led project, the key stakeholder to the project is the Government of Afghanistan (GoA). The intent is that government will assume full responsibility upon the closure of ANBP. The international community is also a key stakeholder and the unified vision is that Afghanistan will evolve into a stable, self-supporting, self-sustaining country, which is anchored on democratic principles and underpinned by the rule of law. The main implementing partners are the MRRD⁶ and Ministry of Public Works (MoPW), Ministry of Labour, Social Affairs, Martyred, and Disabled (MoLSAMD). The main beneficiaries are the government and the people of Afghanistan because removing groups that undermine the government's monopoly on coercive force will contribute significantly to enhancing security and the provision of basic services to the people.

¹ For the purposes of DIAG, the D&R Commission refers to the Disarmament & Reintegration Commission rather than the Demobilization & Reintegration Commission.

² ANDS Benchmark 1.4 Disbandment of Illegal Armed Groups: By end-1389 (20 March 2011), in line with the timeline for development of the ANA, ANP and other Security Sector Reform initiatives, all illegal armed groups will be disbanded in all provinces.

³ UNDAF Outcome 2: By 2008, an effective more accountable and more representative public administration is established at the national and sub-national levels, with improved delivery of services in an equitable, efficient and effective manner.

⁴ CPAP Outcome 2: The democratic state and government institutions strengthened at national and sub-national levels to govern and ensure the delivery of quality public services including security with special attention to marginalised groups.

⁵ CPAP Output 2.2: Law and order institutions at national and sub-national level strengthened and physical security of the population improved.

⁶ Specific MRRD projects that work with DIAG are National Area Based Development Programme (NABDP), National Solidarity Programme (NSP) and Water Supply and Sanitation Project (WatSan).

II. Performance Review

Progress Review

1. Overall progress towards the CPAP outcomes and outputs

The proliferation of Illegal Armed Groups contributes to general insecurity in the country and undermines the government's ability to govern in general. Therefore, disbanding illegal armed groups will allow the government greater ability to govern nationwide, to improve the quality of public services to its citizens and to strengthen the democratic state and government institutions at the national and sub-national levels. This complements any project that aims to have a sub-national reach by providing a physically safe environment necessary for good governance.

2. Capacity Development

Through the project activity, substantial support for national capacity development was provided on multiple levels in 2007. Most significantly, as a result of the Strategic Review, a Bridging Structure was devised whereby ANBP would hire staff to assist the government in creating and strengthening a dedicated DIAG cell within the Mol in order to transition to full government control. ANBP hired key staff for this transition including a DIAG Transition Coordinator / Advisor, a DIAG Analyst, a Joint Secretariat Coordination Manager, a Weapon Registration Mentor, the DIAG Operations Mentor, a Registration of Private Security Companies Mentor, three DIAG Coordinators (each of whom sits in the Second Vice President's office, the Vice Chairman's office of the D&R Commission, and the office of the National Security Council) and finally, an Administrative Assistant who sits in the Office of the National Security Council.

At the Joint Secretariat, in terms of providing training to national counterparts and on-the-job mentoring exercises, the Joint Secretariat Development Team has continued conducting capacity building related training of provincial development staff through six training sessions whereby 30 Provincial Development Councils and Monitoring & Evaluation Assistants were trained on DIAG development process. Furthermore, two high-level workshops were conducted for both national and international stakeholders on the DIAG development process as well.

ANBP has also been directly involved in national capacity building through its Information & Communication Technology and Monitoring & Evaluation sections. At the request of the Mol, ANBP created a Private Security Companies (PSCs) database which allows the Mol to keep track of the registered PSCs, the type and number of weapons used and when the PSC's registration expires. ANBP also developed an application for a consolidated database of IAGs and GOLIAG, which at one point was double counting some IAGs. By having one consolidated database, the D&R Commission and Joint Secretariat will be better able to compile the list of IAGs, which in turn will allow them to better track and target those groups that pose a significant threat. Finally, ANBP created a Weapons Registration database that allows the Mol to keep better track of weapons registered for legitimate activities. Indirectly, the database allows Mol to implement measures, such as blacklisting those agencies that do not comply with the law more effectively since it will have an accurate record of all assets. In all cases, ANBP provided training to the designated individuals in the Mol or Joint Secretariat to operate and maintain the respective databases.

Additionally, ANBP built the capacity of its national staff through regional trainings. In 2007, ANBP trained four assistants from various sections within the secretariat to strengthen DIAG Regional Offices as well as to conduct a baseline survey for DIAG.

Indirectly, ANBP contributed to the strengthening of the government's capacity to deliver necessary services by donating a wide variety of assets (containers, vehicles, phones, IT and electronic equipment and office furnishings etc).⁷

⁷ Other UNDP projects have also been recipients of assets donations.

3. Impact on Direct and Indirect Beneficiaries

The Government of Afghanistan, the main beneficiary, has benefited from this project's activities in 2007, which directly supported the creation of a dedicated DIAG cell in the Ministry of Interior and indirectly supported the government through hiring of staff to facilitate the transition of DIAG activities fully to the government. With the completion of the hiring process of DIAG cell mentors in the fourth quarter, it is expected that the main impact will be felt in 2008.

The civilian population and by extension their elected representatives in government are the indirect beneficiaries of the project. With only a few districts deemed DIAG compliant⁸, only a limited portion of the population have directly benefited from the disbandment process; however, those districts that are now considered DIAG compliant are not only rid of illegal armed groups but they have / are in the process of receiving development projects as a direct result of compliance (through the DIAG development funds). For example, Mahmud Raqi District (Kapisa) saw the rehabilitation of its canals – a project that directly hired 3,000 people from the local communities and whose effect indirectly benefited a population of approximately 240,000. Nevertheless, this project strives to positively impact greater portions of the population and in 2008, with more districts expected to comply, more people will be free of threat from IAGs and will receive development projects in their communities.

Implementation Strategy Review

1. Participatory / Consultative Processes

DIAG is a government-led project involving active participation at central, provincial and district levels. Project design necessitates the extensive cooperation and engagement of the international community. This includes the identification of project priority, tactics and structure as well as activity and delivery method. Through well-defined and managed participatory structures and processes, the project is continuously working in close collaboration with multiple stakeholders at different levels.

2. Quality of Partnerships

The quality of partnerships with key national partners enjoyed a significant boost to the highest levels in 2007. Key national partners include the D&R Commission, Ministry of Interior (MoI), Ministry of Defence (MoD), National Directorate of Security (NDS), the Office of the Vice president, MRRD and National Security Council (NSC). Either the president or the second vice president chaired a DIAG-related meeting, which was conducted once every other month. This high-level representation helped in maintaining the momentum throughout the year. Also the appointment of former Minister Masoom Stanekzai, as the Vice Chair of the D&R Commission and Special Advisor to His Excellency President Karzai ensured that strategic issues of DIAG were communicated to senior most government levels, and the government kept abreast of developments in DIAG.

In terms of cooperation with other UN agencies, given its prominence as a major UNDP programme in Afghanistan, ANBP worked closely on DIAG-related issues with UNAMA at a strategic and policy level. It also cooperates with a number of UN agencies such as the United Nations Office on Drugs and Crime (UNODC) in the context of human development. Partnership and cooperation with the donor community and embassies ranged from information sharing, provision of advice and guidance, staffing complex policy issues to funding provision. Weekly DIAG Operations Groups meetings consisting of participation by the Joint Secretariat, government

⁸ DIAG compliance will be detailed later in the report.

offices, UN agencies, international security forces and donors⁹ allowed for information sharing and also ensuring that all stakeholders remained abreast of the progress made by the project.

3. National Ownership

The Government of Afghanistan has taken a keen interest in leading DIAG and to that end has been instrumental in decision making at all levels. For Output 1: Implementation of weapon collection and disbandment of illegal armed groups fully supported, the government chaired weekly DIAG Operations Groups meetings that addressed issues ranging from district-level compliance to public information strategies. At the most senior level, the president and second vice president regularly chaired meetings to lead strategic discussions including improving coordination between Kabul and the regions, legislation for Private Security Companies and overall progress in terms of commanders disbanding their IAGs.

For Output 2: Identification and monitoring of socio-economic community development and governance interventions fully supported, the development component of the Joint Secretariat with MRRD regularly conducted field missions to negotiate with governors, elders and other community members on the selection of development projects tailored to the districts' needs. The selection and implementation processes included defining the priorities of communities through a needs assessment, conducting a feasibility study, allocating the appropriate MRRD resources earmarked for DIAG development activities, procuring and implementing the project, followed by monitoring and evaluation of the community development project by ANBP's Monitoring & Evaluation section during and after the completion of the project.

4. Sustainability

As a result of the Strategic Review of DIAG, two critical developments regarding its sustainability were formed. The first was the creation of a dedicated DIAG cell within the Ministry of Interior. This cell focuses exclusively on DIAG whilst simultaneously allowing access to other cells within the Mol in order to coordinate efforts between DIAG, counter-narcotics, police reform etc. Secondly, a new focus on capacity building emerged far larger in scope than had been previously envisaged in the DIAG Project Document. The purpose for the surge in capacity building efforts is to ensure the sustainability of the project results when the government takes over full responsibility. In this regard, ANBP created nearly a dozen new temporary posts comprising of both national and international mentors that focus primarily on capacity building and coordination of government parties so that the government can fully take over the project in 2009.

Management Effectiveness Review

1. Quality of Monitoring

The Project Document design ensured that Monitoring & Evaluation (M&E) would remain central to DIAG activities. In 2007, ANBP's Monitoring & Evaluation section finalized the Provincial Baseline Survey from 2006; however, as the focus shifted from the provincial level to the district level, the M&E section redesigned the Baseline Survey to the district level in order to harmonize efforts. The survey provided a set of indicators to track progress and to evaluate performance, impact and sustainability of DIAG project. The findings were compiled in a report in September. Staff of the Regional Office was given training on how to periodically update baseline indicators and based on these indicators assess the project implementation progress and results.

In order to measure the effectiveness of development projects, ANBP's M&E section designed a monitoring questionnaire for field visits to the project site. From the data collected at the project site, the M&E section produced reports which were submitted to the Joint Secretariat for it perusal.

⁹ Attendees include but are not limited to the Joint Secretariat, D&R Commission, Mol, MoD, NDS, ANBP, UNAMA, ISAF, British and American embassies.

Among other indicators, the reports analysed whether the community benefits from the project. The aim is to conduct at least one field visit per project, though ideally two field visits per development project would be conducted: once during implementation and once upon completion.

Owing to the limited number of projects that were started (only one in the first quarter and the remaining five in the latter half of the year) five reports were produced in 2007. Future monitoring remains dependent on as and when development projects are implemented.

Additionally, the M&E section worked on the DIAG compliance tracking format of the database so that it could better monitor whether districts have become or remained compliant. As stated before, ANBP's M&E and Information & Communication Technologies section created databases for weapons registration, IAGs / GOLIAG and Private Security Company registration.

The government's contribution mainly consisted of information provided by the regional and central government institutions and spanned most of the activities already described.

2. Timely delivery of Outputs

Outputs were delivered on time according to the 2007 Annual Work Plan; however the Annual Targets relating to closure of the project were changed as the project's timeline was extended from 31 December 2007 to 31 March 2008. In this context, ANBP and UNDP agreed that given the late date at which the extension was formalized (November), ANBP would not draft a new 2007 Annual Work Plan, which would have only been valid for one month. The Annual Target relating to initiating and implementing the handover of ongoing and completed projects to the relevant line ministry has been initiated.

3. Resources Allocation

At 65% of the programmable budget, the majority of the resources went directly into three components: Joint Secretariat, Weapons Collection and Development support (ATLAS Activities 8, 2 and 3, respectively).

Additionally, the financial tables indicate negative figures in some cases. The negative figures are owing to expenditures exceeding allocated budget, not a shortage of funds. Final figures will be reflected in the certified Combined Delivery Report available online in April 2008. Please note that as a result, delivery rates are not accurate.

4. Cost-Effective Use of Inputs

Cost effectiveness came from using equipment, materials and facilities left over from the Disarmament, Demobilization and Reintegration project which ended in 2006. Additionally, owing to cost-sharing measures, all support costs were divided between DIAG and Anti-Personnel Mine & Ammunition Stockpile Destruction projects. Finally, equipment such as computers, which were in working conditions continued to be used beyond towards cost saving on equipment purchases.

III. Projects Results Summary

Output 1 – Implementation of weapon collection and disbandment of illegal armed groups fully supported.

Activity 1.1 – Enhance the capacity of Government to ensure community security through weapons reduction.

Indicative Activities (as per the Project Document)

1. Assistance to DIAG Steering Committee and Forum to establish policies and priorities of DIAG project.

ANBP continued successfully to provide assistance to the DIAG Steering Committee and DIAG Forum to formulate a strategy, and establish policies and priorities of the DIAG project in light of political developments. In 2006, efforts began to revise the DIAG strategy, policy, implementing procedures and operational design. This Strategic Review was finalized in early 2007 with a corresponding Action Plan to implement the recommendations of the Strategic Review. With support at the most senior levels, including the President's endorsement of the Action Plan in February, DIAG enjoyed a renewed momentum thereby allowing it to work towards achieving its outputs.



Thanks to this renewed political commitment at the highest levels of the government, the DIAG Steering Committee met on average once every other month chaired by His Excellency President Karzai, His Excellency President Khalili or Minister Stanekzai. These meetings provided the opportunity to endorse the Strategy Review, adopt or revise policies in line with the review and increase pressure on those parties who were not complying or cooperating with the DIAG process. The table below lists the activities led by senior government officials in 2007.

Min Stanekzai, HE Vice President Khaili (chair) and General Mohibullah from MoD hosting a meeting in April to re-launch DIAG.

As a result, ANBP's role focused on providing the government the support needed to achieve the output as stated. ANBP has effectively and to the satisfaction of the government achieved implementation of this activity.

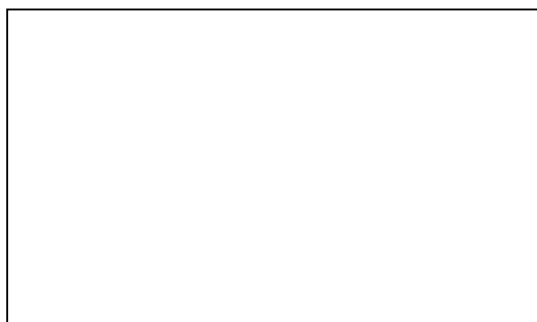
Activities on the Senior Level	Date (in 2007)	Lead
Signing of DIAG Action Plan	03 April	President Karzai
Briefing Governors on DIAG	19 April	Vice President Khalili
Briefing Security and Defence Commissions on DIAG	08 May	Vice President Khalili
Briefing Governors on DIAG	09 May	Vice President Khalili
Updating the president on the state of DIAG	17 June	President Karzai
Updating the International Community on DIAG (in Japan)	21 June	Vice President Khalili
Briefing Governors on DIAG	05 July	Vice President Khalili
Updating the vice-president on progress pertaining to PSC	28 July	Vice President Khalili
Updating the president on the state of DIAG	18 September	President Karzai
Updating the VP on progress in DIAG activities	11 November	Vice President Khalili

2. Assistance to DIAG Joint Secretariat for facilitation and coordination of DIAG Project.

ANBP continued successfully to provide assistance to the DIAG Joint Secretariat for the facilitation and coordination of the project. In 2007, assistance was provided in terms of continued funding of the Joint Secretariat, recruiting staff to facilitate the process of transition to the government and transferring assets such as vehicles and office furnishings. Among its many activities, the Joint Secretariat supported the government in registering PSCs, addressing GOLIAGs and preventing individuals connected to Illegal Armed Groups from gaining positions in the Ministry of Interior.

Private Security Companies (PSCs). Currently, PSCs operate in Afghanistan with little or no accountability to the Government. Though many provide legitimate security services, some are considered to be IAGs operating in the guise of PSCs. After analysing the issue in a policy paper, the D&R Commission and stakeholders drafted regulations regarding the registration of PSCs. The draft is currently being reviewed by the Ministry of Justice for approval and thereafter by the ministerial cabinet. It is expected that enacting the relevant legislation will take time.

At the working level, the Joint Secretariat requested that ANBP assist the Mol in creating a database that would maintain the list of registered PSCs. ANBP created a format, which the Mol approved, and thereafter, based on this approval, developed it to a database. ANBP completed the database and currently awaits the DIAG cell in the Mol to become functional as well as cabinet ratifying the draft regulation on PSCs. This database would allow the Mol to keep track of the registered PSCs, the type and number of weapons used, and when the PSC's registration expires.



Weapons lined up to be transferred to the government in the handover ceremony that took place in Deh Sabz (Kabul) in November.

Government Officials Linked to Illegal Armed Groups

(GOLIAGs). The vexing issue of removing GOLIAGs continued to prove challenging. Of the 72 GOLIAGs who were targeted at the provincial level, 53 were recommended for termination; however, this number decreased due to lack of adequate proof. Only 23 GOLIAGs were cleared and 16 have been removed from their posts. Twenty-eight GOLIAGs still retain their posts, one case is pending/under review, one cannot be traced, one has no information and two died. In the third quarter, only one GOLIAG was cleared by the Joint Secretariat and 2,300 weapons collected. No progress was made in the fourth quarter. The slow progress on removing GOLIAGs from their posts has hindered the ability of the government to tackle DIAG comprehensively and equitably, and runs the risk of undermining the GOLIAG process altogether. However, this is fully recognized by D&R Commission and renewed efforts are to be directed at creating more effective and responsive policy mechanisms in order to enforce government will.

Ministry of Interior Appointment Selection Board. DIAG made progress in preventing candidates linked to Illegal Armed Groups from obtaining deputy provincial governor and district administrator posts. In total, the Mol Appointment Selection Board interviewed 221 candidates, which resulted in 127 appointments, 74 rejections and 20 cases pending compliance owing to the possession of weapons, links with IAGs, human rights violations or narco-traffic related offences. Of note, only 11 candidates of the 20 pending cases have complied with the criteria set forth by the Mol Appointment Selection Board. In late 2007, the Independent Directorate for Local Governance (IDLG) was created by His Excellency President Karzai for the appointment of provincial governors, provincial councils, district chiefs and other sub-national posts, thereby rendering the Mol Appointment Selection Board moot.

3. Assistance to DIAG Development Group to plan, coordinate policies, priorities and interventions and mobilize resources.

The DIAG Development Group which sits in the Joint Secretariat has enjoyed significant progress in 2007. With respect to coordinating efforts, the DIAG Development Group has coordinated with the MRRD's District Development Assemblies¹⁰ (DDA) to identify district level development projects.

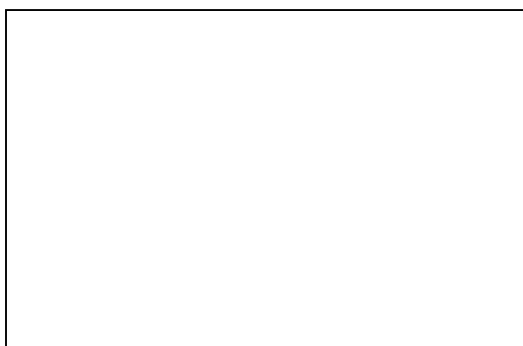
At the same time the Development Group has identified 51 districts as part of DIAG District Implementation (DDI) and has tracked the progress made in terms of providing development assistance.¹¹ A matrix has been created that records the progress of each district along one of eight steps: The DDA Establishment; Project Identification / Selection; Feasibility / Technical (Design) of Study; Procurement / Bidding of the Project; Start of the Project; Inauguration of Project / Public Information Campaign; Monitoring of the Project / M&E Team; and Project Completion / Close Up.

5. Creation and Maintenance of government owned DIAG database.¹²

The DIAG database had been created before 2007; however as part of the review process, it was refined and improved. As stated earlier, ANBP developed an application for a consolidated database of IAGs and GOLIAGs, which at one point was double counting some IAGs. Once completed, the database will be uploaded on the DIAG website with restricted access.¹³ By having one consolidated database, the D&R Commission and Joint Secretariat will be better able to compile the list of IAGs, which in turn will allow them to better track and target those IAGs that pose a significant threat.

6. Implementation support to the GoA for disarmament of IAGs.

In 2007, DIAG embarked upon a new tactical approach called District DIAG Implementation (DDI). It targeted those districts identified as more readily complying with DIAG and in which governors felt they could deliver with minimal or no external assistance. ANBP's Regional Office Managers recommended 51 districts based on their negotiations with provincial governors and Provincial



DIAG Committees. Nominations were made against pre-determined criteria. His Excellency Vice President Khalili officially announced the commencement of this process in April. To date 21 districts were declared compliant and 2,003 weapons (1,652 operational) were deposited under DDI process since its inception and during the second quarter of 2007. A detailed breakdown of the 21 districts can be found in the Annex 1. Annex 2 provides a map of Afghanistan with targeted / compliant districts highlighted. Compliant districts under the DDI initiative were

GoA officials registering weapons in the weapons handover ceremony in Farza (Kabul) in July.

¹⁰ MRRD implements DDA through UNDP's National Area Based Development Programme (NABDP).

¹¹ DDI will be explained under Activity 1.1, Point 6.

¹² Indicative Activity 4: Assistance to Provincial Security Committees for provincial implementation has been removed owing to the shift from the provincial level to the district level. This shift has rendered this activity moot.

¹³ Though not yet finalized, restricted access envisages selected members of the Joint Secretariat (which includes both government officials and ANBP staff), ANBP's Regional Office Managers, selected UNAMA and ISAF staff.

announced as Peace Districts after sufficient compliance and simultaneously came under development focus.

By the end of 2007, 285 IAGs commanders fully or partially complied with DIAG and signed a DIAG Statement of Declaration declaring that they have disbanded their groups and handed over their weapons. Their activities will continue to be monitored by government and international community security agencies. Many of these handovers took place in official ceremonies. To the extent possible, high level officials from Kabul attended the ceremonies as an indication of support from Kabul to the regions.

Activity 1.2 – Disarm targeted illegal armed groups, collect weapons and transfer weapons to Government control.

Indicative Activities (as per the Project Document)

1. At the Central Level, ANBP has fully staffed the Joint Secretariat and the ANBP Central Office supports the GoA in all aspects towards the DIAG process.

ANBP has extended its presence from eight regional offices to the district level to support the government. ANBP has the capability to have multiple missions across the country be it political negotiations, public information outreach, conducting a survey or assistance in the collection of weapons and ammunition.

As an organization, ANBP has been ready to support the government in its implementation of DIAG. Thanks to the renewed political commitment from senior level of government, this activity has been achieved. It should be noted that the current insurgency in the South, East and parts of the West of Afghanistan have clearly had an adverse impact on the project, principally because, given the security vacuums that still exist in many parts of the country, civilians are naturally reluctant to surrender their only means of protection.



Weapon parts from the Weapon Collection Point in Kabul. The Government assumed full custodianship in June.

2. Provision of weapons collection teams as required, to meet operational tempo.

Weapons Collection Teams located in the regions provided the operational tempo. These teams often took responsibility for negotiating with provincial authorities and Illegal Armed Group commanders – essentially in order to persuade them to disband.

3. International advisory and oversight capacity established.

With regard to this activity, ANBP completed it to full satisfaction. As detailed under Output 1, Activity 1.1, 2007 saw the rise of political involvement at the highest levels. Steering Committee meetings chaired by His Excellencies President Karzai or Second Vice President Khalili were held frequently, on average once a month. Stakeholders agreed on key strategic decisions pertaining to the direction DIAG in light of political developments through the country.

4. Weapons collected, stored under central government control and destroyed unserviceable weapons and ammunition.

DIAG Weapons and Ammunition
Statistics

Weapons	
Light	32,847
Heavy	4,207
Total	37,057
Operational	24,370
Ammunition	
Boxes	29,031
Pieces	317,013
Caches Surveyed	711
Total Tonnage Surveyed	2,709

This activity has been met in all aspects within the sense that action was implemented on receipt of information received. DIAG worked with ANBP's Anti-Personnel Mine & Ammunition Stockpile Destruction project to coordinate the transportation of unserviceable ammunition. Furthermore in June the full custodianship of the Central Weapons Collection Point was handed over to the MoD. This handover included 31,966 units of weapons of which 25,076 are serviceable and 994 are antique weapons. The table summarizes the statistics to date.

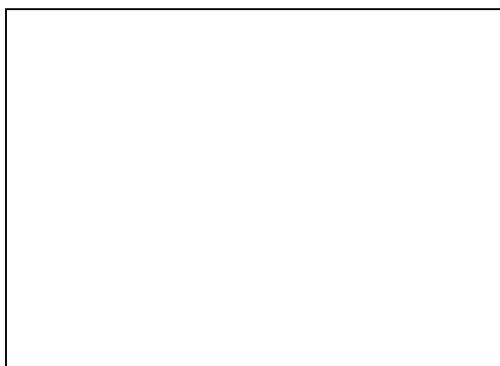
Activity 1.3 – Change general public perceptions, values and behaviour regarding illicit weapons possession and misuses through a public awareness campaign.

Indicative Activities (as per the Project Document)

1. Structured public information exchanges with communities on all aspects of illegal arms possession and uses through a media campaign, workshops, round table discussions and information tool kits, etc.

The strategy to roll out public information exchanges evolved throughout the year. The beginning of the year saw the continuation of the strategy from 2006, which was divided into two parts: a general awareness nationwide and a more focused effort in the DIAG-targeted provinces. With the Strategic Review, however, came a shift in approach. The strategy remained the same, namely public information exchanges with the community, but the focus shifted from the centre into the regions. Regional Offices were given greater financial authority to implement public information activities on provincial and district levels, thereby allowing more tailored public information (PI) messages.

Nevertheless Public Information efforts from the centre remained relevant, partnering with the US Embassy to coordinate sensitization efforts on DIAG. Posters, brochures and radio spots were designed focusing on the beneficial aspects of a community free of Illegal Armed Groups including development, good governance and reconciliation. Three radio spots in local languages aired daily on 42 radio stations nationwide starting in November. In addition to conveying the messages stated above, the radio spots included a hotline for the public to comment on DIAG anonymously. Though the hotline only enjoyed a modest response rate in 2007, the calls indicated a genuine interest in the success of DIAG. Two brochures will be disseminated in 2008, with the one targeted at the general public and the other at authorities involved in the DIAG process and IAG commanders' levels. The poster which will also be disseminated in 2008 will target the general public with images of benefits to a community free of IAGs.



Children from Bamyan marching in a Peace Day parade for International Peace Day (21 September).

In addition, ANBP PI took an active role in International Peace Day (21 September), publicizing the official announcement of Saighan district as a "Peace District", covering the handover ceremony and facilitating national media coverage.

Output 2 – Identification and monitoring of socio-economic community development and governance interventions fully supported.

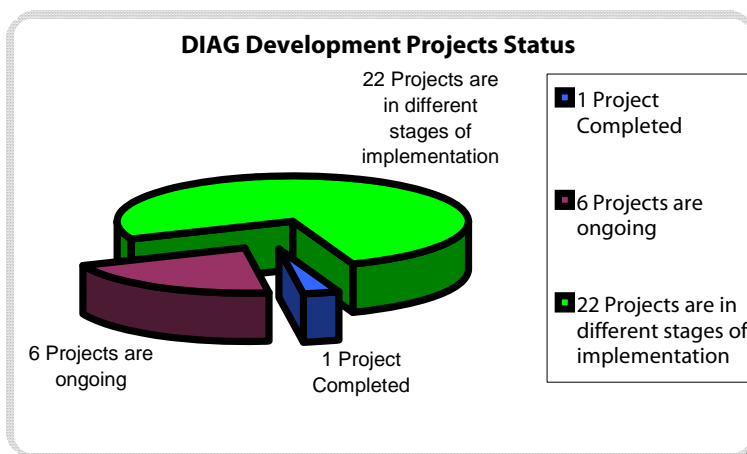
Activity 2.2 – Deliver Socio-economic community development projects; improve governance structures; involve disbanded group members in the participation of community development and social affairs.

Indicative Activities (as per the Project Document)

1. Elicit community based priorities for socio-economic rehabilitation through consultative mechanisms.

This activity has been achieved in all aspects. Through the Joint Secretariat ANBP worked with communities to select development projects that addressed the needs of relevant communities. To find development opportunities for DIAG, the development team in coordination with MRRD / NABDP conducted development pre-assessment surveys, analysed the information, conducted technical surveys for proposed projects, designed and announced these project for bidding. For the selection of development projects, the Joint Secretariat development team engaged with the communities through participatory consultations using the DDAs. This will be further explained under Activity 2.3.

In 2007, the Joint Secretariat worked with the MRRD and other stakeholders to develop DIAG development projects in 29 districts. One project - canal rehabilitation and cleaning, in Mahmud Raqi (Kapisa) was implemented, and six other projects are currently ongoing. A list of all districts (Annex 1) considered for community projects is currently under review by the Joint Secretariat.



The above pie chart provides an overview of the project status for the 29 DIAG development projects.

2. Engagement, through the Joint Secretariat, with development programmes to implement projects.

This activity has been achieved in all aspects. In its coordination efforts with the districts, the Joint Secretariat engaged primarily with MRRD, the MRRD / NABDP Community Empowerment teams and MRRD / NABDP created District Development Assemblies. Other stakeholders in the process included the Provincial Development Committees, NGOs and donors.

To formalize and clarify roles for implementing community development projects, the D&R Commission and MRRD drafted a Memorandum of Understanding to recognize the roles and responsibilities of MRRD and D&R Commission for the execution of development and / or good governance projects in support of DIAG. The memorandum also explained the joint responsibilities of both organizations as well as the operational procedures for the DIAG development component (e.g. project identification, feasibility study, technical study, procurement and project implementation).

These collaborative efforts aimed at strengthening governance structures, most notably on the central level in order to be able to strengthen at the district level, allowed the government to more effectively address DIAG and provided the government the means to carry out DIAG on the local level after the termination of ANBP.



3. Monitor & Evaluation on progress and impact.

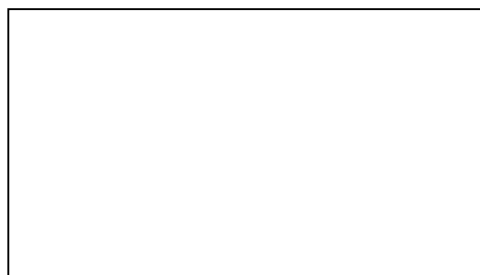
To monitor and evaluate the progress and impact, ANBP's M&E section designed a monitoring questionnaire, already explained in part (1) Quality of Monitoring under the Management Effectiveness Review section. In 2007 five reports were produced. The reports indicated general happiness with the development projects.

Sar-i Pul Governor Mohammad Arif speaking on behalf of the government in Sozma Qala (Sar-i Pul) in the weapons handover ceremony that took place in October.

Activity 2.3 – Establish DDA in DIAG targeted districts if not already established. DDAs are used for DIAG project identification and implementation.

No Indicative Activities as it was not part of the Project Document

Created by MRRD / NABDP, District Development Assemblies conduct overall needs-assessments for district level development projects. In 2007 DIAG worked with DDAs to identify development projects in DIAG-targeted districts; however, owing to lack of funds in MRRD not all districts have established DDAs. Thus, the Joint Secretariat began working with MRRD to address DIAG-targeted districts that lacked DDAs to examine various funding options. In 2007, the Joint Secretariat worked with MRRD in 52 priority DDAs in DIAG-targeted districts, of which DIAG through the Joint Secretariat supported the establishment of 51 DDAs.



Weapons being transferred in Warsaj District (Takhar) in November as part of the DIAG

IV. Implementation Challenges

Project Risks and Actions

Security

Throughout the year the main risk remained the deteriorating security nationwide, with particular instability in the South, East and West. The worsening security situation in some regions inhibits operational activity - negotiations as well as the transport of weapons. To mitigate the risk posed by the deteriorating security situation in these regions the project has continued focusing its main efforts and resources in areas where results can be achieved and resources utilized effectively.

Government Capacity

Though political will at the highest levels of the government improved significantly, the overall capacity to uphold the rule of law remained weak. As a direct consequence, too many security vacuums still exist where the Mol is unable carry out decisions taken by the D&R Commission. As an indirect consequence, IAG commanders felt less obliged to comply and they continued to rule with impunity. In response, the government and ANBP took major steps to address the critical issue of government capacity including increasing ANBP's direct support to relevant government bodies in order to carry out decisions made by the D&R Commission.

An additional risk relates to the recruitment of 180 staff members for the DIAG Cell in the Mol. Scheduled for 2008, hired individuals must be adequately suited for their posts if DIAG is to be successfully implemented in the regions. To mitigate this risk, ANBP's mentors are establishing rigorous and transparent recruitment procedures, such as well-defined TOR, to ensure that suitable candidates are hired. The mentors are also preparing training manuals to conduct training workshops to the selected personnel once they come on board.

Project Issues and Actions

DIAG Benchmark in the Afghanistan Compact and Transition from ANBP to the Government

With the DIAG benchmark as laid out in the Afghanistan Compact unable to be met¹⁴ the Joint Coordination and Monitoring Board (JCMB) agreed to extend the timeline to 2011 in order to bring it in line with the timeline for development of the ANA, ANP and other Security Sector Reform (SSR) initiatives

At the same time, with the government becoming increasingly active in leading the project, ANBP began to address the linked subjects of transition, programme disengagement and eventual closure, which included establishing a stand-alone capability within Mol for the continuance of DIAG in the longer term. Discussions on the transition strategy took place between the government, UNDP, ANBP and key stakeholders. An agreement was reached in principle that there will be a need to extend ANBP's timeline beyond March 2008 to March 2009 as capacity building within Mol to execute DIAG is still in its nascent stages. By the end of the year, however, sufficient financial support was not forthcoming. Without the requisite funding, ANBP will not be able to extend the timeline. UNDP and ANBP will address this issue in early 2008.

¹⁴ The Afghanistan Compact stated, "All illegal armed groups will be disbanded by the end of 2007 in all provinces" (p. 6)

V. Lessons Learnt and Next Steps

Lessons Learnt

The DIAG project experienced a remarkable year in its project history. The Strategic Review and the corresponding Action Plan refocused the project, with the Action Plan outlining the necessary steps required for the preparation of the government to independently implement DIAG. With endorsement from His Excellencies President Karzai and Second Vice President Khalili, the project enjoyed renewed political commitment at the highest levels. As a direct consequence, project visibility increased with more media attention.

Notwithstanding the achievements, the project also learned some lessons. Of note, it is acknowledged that not nearly enough Illegal Armed Groups have disbanded. This relates back to the issue of government capacity, where the government is unable to enforce disbandment. The Mol does not always carry out the decisions made by the D&R Commission. Many GOLIAGs retain their posts and consensus on candidates for the Chief of Police or other similar posts are not reached. In short, the Mol still lacks the capacity to implement DIAG on several levels.

On an operational level, in early 2007 Field Officers were removed from the project make-up obliging the Regional Office Managers to conduct all negotiations with IAG commanders and other relevant stakeholders. This proved problematic both because the Regional Office Managers' terms of reference did not allow for an additional responsibility of this magnitude and because international Field Officers offer an impartiality to the negotiation process that national personnel cannot give irrespective of individual capabilities. As a result of this finding, the decision was reversed in late 2007.

With regards to publicity, whilst the message in DIAG was increasingly spread to the provinces and districts, the rate remained slow. The Public Information campaign did not reach all areas in an adequate manner.

Because of the limited number of IAGs that have disbanded it became clear to the government both that the ANDS benchmark on DIAG would have to be postponed and the support of UNDP through ANBP would have to continue beyond the envisaged mandate. In the former case, the JCMB agreed to extend the benchmark to March 2011. In the latter case, steps were taken to begin the process of extending the ANBP's DIAG mandate to March 2009 whereby afterwards the government would have budget and the capacity to implement DIAG independently. In the fourth quarter the government and international community endorsed in principle the extension of ANBP's mandate to 2009. Funding the extended mandate remained the key issue.

Recommendations

Recognizing the need to increase Mol's capacity to lead on DIAG efforts, ANBP spent the latter half of 2007 hiring the requisite staff and creating the tools for the transition from the UN to the government. In 2008, efforts will primarily focus on direct mentoring and capacity building of the Mol DIAG cell to ensure a seamless transition from the UN to the government. Furthermore, procedures will be put in place to ensure that the Ministry of Finance sets aside a budget for the operations of the Mol DIAG cell for the Afghan year 1388 (March 2009).

In terms of Public Information, efforts will need to be increased in order to produce a proper message that will have a national reach. As the current Public Information section at ANBP is heavily understaffed, efforts will need to be taken to increase the staff in Kabul and in the regions.

Given the extended benchmark on DIAG and the government and international community's support to extending ANBP's DIAG mandate, a key recommendation is to mobilize the requisite funding for the additional year. Whilst forecasts indicate that the DIAG budget is fully funded through March 2008, additional funds will need to be mobilized in time to continue full programmatic operations. Otherwise starting March 2008, ANBP will have to begin closure of the

project including closure of the eight regional offices, a procedure that from start to completion will take an estimated 210 days.

Though the DIAG project enjoyed increased visibility, public support has not been sufficient to pressure Illegal Armed Groups to disband. It is expected in 2008 that with more community development projects in the districts, it will increasingly become common knowledge that compliance with DIAG yields direct benefits. This in turn will galvanize the public to pressure IAG commanders to disband their Illegal Armed Groups.

VI. Financial Status and Utilization

Financial Status

Table 1: Contribution Overview [February 2005 – December 2007]

DONOR	CONTRIBUTIONS		CONTRIBUTION BALANCE
	Committed	Received	
Japan	5,695,010	5,695,010	-
UK	4,711,770	4,711,770	-
Canada	3,623,544	3,623,544	-
Switzerland	1,633,021	1,633,021	-
Denmark	1,362,916	1,362,916	-
Italy	1,317,523	1,317,523	-
Netherlands	1,204,819	1,204,819	-
Norway	722,064	722,064	-
UNDP Core	476,716	476,716	-
USA	200,000	200,000	-
TOTAL	20,947,383	20,947,383	-

Table 2: Funding Status (as of the end of 2007)

DONOR NAME	RECEIVED*	EXPENDITURES			PROJECT BALANCE	EARMARKED*	AVAILABLE FUNDING (as of 1 Jan 2008)
		Period Prior to the Reporting Year (2005 & 2006)	Reporting Year Only (2007)	TOTAL			
Canada	3,623,544	2,294,609	911,466	3,206,075	417,469	-	417,469
UK	4,711,770	2,892,417	1,076,225	3,968,642	743,128	-	743,128
Denmark	1,362,916	994,274	185,311	1,179,585	183,331	-	183,331
Netherlands	1,204,819	1,103,386	43,146	1,146,532	58,287	-	58,287
Switzerland	1,633,021	1,409,912	130,715	1,540,627	92,394	-	92,394
Italy	1,317,523	-	886,174	886,174	431,349	-	431,349
Japan	5,695,010	-6	3,268,417	3,268,411	2,426,599	-	2,426,599
USA	200,000	-	25,818	25,818	174,182	-	174,182
Norway	722,064	-	332,419	332,419	389,645	-	389,645
UNDP	476,716	476,716	-	476,716	-	-	-
TOTAL	20,947,383	9,171,308	6,859,691	16,030,999	4,916,384	-	4,916,384

Negative figures will be adjusted in the next budget revision. The Combined Delivery Report (CDR) released in April will provide the official expenditure figures.

Table 3: Annual Expenditure by Activity [1 January 2007 – 31 December 2007]

Activity	BUDGET [2007]	EXPENDITURES	BALANCE	DELIVERY (%)
Activity 1 [Project Management]	2,434,641	2,061,543	373,098	85%
Activity 2 [Arms and Ammunition Collection]	2,696,946	2,571,787	125,159	95%
Activity 3 [Regional Development Capacity]	1,258,360	1,350,830	92,471	107%
Activity 5 [Integrated Technology Systems]	256,833	33,935	222,898	13%
Activity 7 [Public Information]	752,035	425,180	326,855	57%
Activity 8 [D & R Commission]	682,526	670,158	12,368	98%
UNDP GMS (based on donor agreements)	425,334	374,391	50,943	88%
Total	8,506,675	7,487,824	1,018,851	88%

Negative figures will be adjusted in the next budget revision. The Combined Delivery Report (CDR) released in April will provide the official figures.

Financial Utilization

Table 4: Quarterly Expenditure by Donor [1 January 2007 – 31 December 2007]

DONORS	ACTIVITY (as in ATLAS)	BUDGET [2007]	EXPENDITURES*	BALANCE	DELIVERY RATE (%)
Canada	Activity 1: Project Management	343,678	180,228	163,450	90%
	Activity 2: Arms and Ammunition Collection	678,991	707,555	28,563	
	Activity 3: Regional Development Capacity	58,926	108,067	49,141	
	Activity 5: Integrated Technology Systems	35,779	23,200	12,578	
	Activity 7: Public Information	554	231	323	
	Activity 8: D & R Commission	12,566	2,513	10,053	
GMS 5% [see donor agreement]		59,500	53,779	5,721	
Subtotal [Canada]		1,189,995	1,075,573	114,422	
Japan	Activity 1: Project Management	897,319	919,639	22,320	95%
	Activity 2: Arms and Ammunition Collection	0	27,508	27,508	
	Activity 3: Regional Development Capacity	1,146,486	1,199,500	53,013	
	Activity 5: Integrated Technology Systems	237,140	101,906	135,234	
	Activity 7: Public Information	558,961	405,475	153,485	
	Activity 8: D & R Commission	661,114	658,768	2,347	
GMS 5% [see donor agreement]		184,264	174,358	9,907	
Subtotal [Japan]		3,685,284	3,487,153	198,131	
Netherlands	Activity 1: Project Management	32,403	31,420	984	98%
	Activity 2: Arms and Ammunition Collection	2,597	2,613	16	
	Activity 7: Public Information	219	235	16	
	Activity 8: D & R Commission	8,845	8,877	32	
GMS 5% [see donor agreement]		2,319	2,271	48	
Subtotal [Netherlands]		46,384	45,416	968	
Italy	Activity 1: Project Management	223,993	222,047	1,947	99%
	Activity 2: Arms and Ammunition Collection	855,791	846,665	9,126	
GMS 5% [see donor agreement]		56,831	56,248	583	
Subtotal [Italy]		1,136,615	1,124,959	11,655	
UK	Activity 1: Project Management	575,240	604,625	29,385	93%
	Activity 2: Arms and Ammunition Collection	585,194	473,806	111,387	
	Activity 3: Regional Development Capacity	3,243	3,401	158	
	Activity 7: Public Information	77	3,383	3,460	
GMS 5% [see donor agreement]		61,250	56,761	4,490	
Subtotal [UK]		1,225,004	1,135,210	89,794	
Switzerland	Activity 1: Project Management	18,660	17,029	1,631	90%
	Activity 2: Arms and Ammunition Collection	126,676	113,685	12,991	
GMS 5% [see donor agreement]		7,649	6,880	770	
Subtotal [Switzerland]		152,985	137,593	15,392	
USA	Activity 7: Public Information	190,476	25,818	164,658	14%
GMS 5% [see donor agreement]		10,025	1,359	8,666	
Subtotal [USA]		200,501	27,177	173,324	
Denmark	Activity 1: Project Management	42,868	6,550	36,319	30%
	Activity 2: Arms and Ammunition Collection	225,611	139,938	85,673	
	Activity 3: Regional Development Capacity	49,704	37,742	11,962	
	Activity 5: Integrated Technology Systems	16,200	91,286	75,086	
	Activity 7: Public Information	1,748	3,198	4,945	
GMS 5% [see donor agreement]		15,986	4,723	11,262	
Subtotal [Denmark]		319,717	94,469	225,248	
Norway	Activity 1: Project Management	300,479	80,007	220,472	65%
	Activity 2: Arms and Ammunition Collection	222,086	260,040	37,954	
	Activity 3: Regional Development Capacity		2,098	2,098	
	Activity 5: Integrated Technology Systems	115	115	0	
GMS 5% [see donor agreement]		27,509	18,014	9,496	
Subtotal [Norway]		550,189	360,273	189,917	
TOTAL		8,506,675	7,487,824	1,018,851	88%

Negative figures will be adjusted in the next budget revision. The Combined Delivery Report (CDR) released in April will provide the official figures.

VII. Annex 1: DIAG District Implementation (DDI) in 21 Compliant Districts

**DIAG District Implementation (DDI) 21 Compliant districts list
as of December 2007**

#	Province	Targeted Districts	No of IAGs Targeted / Engaged	DDI Weapon Collected / Reported	Operational Weapon	Districts Achievements %
1	Balkh	Shortapa	12/12	45/64	45	70%
2	Jawzjan	Murdyan	10/10	67/66	50	76%
3	Jawzjan	Faizabad	10/0	42/56	39	70%
4	Takhar	Baharak	7/7	32/34	30	88%
5	Badakhshan	Ishkashem	1/1	20/20	20	100%
6	Kapisa	Kohband	6/6	46/42	44	105%
7	Logar	Khushi	4/4	16/16	16	100%
8	Kabul	Farza	6/6	46/41	40	98%
9	Badghis	Abkamari	10/10	128/100	80	80%
10	Herat	Pashtoon Zarghoon	16/21	128/160	124	78%
11	Herat	Obeh	18/18	84/108	80	74%
12	Sur e Pul	Sozma Qala	8/8	98/90	77	86%
13	Badakhshan	Zebak	1/1	15/15	15	100%
14	Kunduz	Qala e Zal	5/5	21/22	20	91%
15	Takhar	Warsaj	8/8	84/91	84	92%
16	Kabul	Deh e Sabz	5/5	39/33	33	100%
17	Logar	Azrah	4/4	20/20	19	97%
18	Herat	Kusk e Kuhna	10/11	54/55	48	87%
19	Ghor	Dolaina	8/9	65/56	58	104%
20	Parwan	Bagram	21/21	108/108	108	100%
21	Kapisa	Kohistan 1	7/8	38/50	38	76%

In some cases, not every IAG in targeted districts have complied with DIAG. The Joint Secretariat is now in the process of compiling a list of non-compliant IAGs in compliant districts which will be used during any enforcement operations in future.