



QUARTERLY PROJECT REPORT [First Quarter, 2007]

**United Nations Development Programme
Afghanistan
Disbandment of Illegal Armed Groups (DIAG)
June 2006 – December 2007**

**Project ID: 00043604
Duration: January 2005 – December 2007
Component (MYFF): 1.3 Local Poverty Initiatives
Total Budget: USD 20,592,299.23
Unfunded:**

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I. PROJECT IMPLEMENTATION CHALLENGES

UPDATED PROJECT RISKS AND ACTIONS

Risk Analysis – Strategic Level

The most significant obstacle to DIAG's progress is the security situation caused by the insurgency. It is expected that the level of violence in 2007 will equal, or probably exceed, that of 2006. The direct consequence of this is that the Southern, Eastern and South-Eastern regions will continue to be non-permissible environments for the implementation of DIAG. The indirect impact is that other, more stable regions will use the fear of the insurgency spreading as a legitimate reason to hold on to their arms. The lack of capacity of the GoA security agencies to uphold the rule of law is also worth mentioning.

This quarter has seen the finalization of the DIAG Action Plan (AP). The aim of this plan is to implement the recommendations outlined by the Strategic Review during Q4/06. The AP was endorsed by the President on 17 Feb 07 and ordered into effect via a presidential decree on 2 Apr 07. The core of the AP outlines the necessary steps required for the preparation of the GoA to independently implement DIAG. This structure is called the DIAG End State Structure (Annex A). One of the most significant aspects of this structure is that it is designed in a manner that will maintain the engagement of GoA executive level leadership.

The current capacity of the GoA to coordinate the implementation of the AP to the End State Structure is low. Therefore, a DIAG Bridging Structure (Annex B) was created with the purpose of coordinating the implementation of the AP towards the end structure and regularly communicating progress to the GoA leadership.

The failure to implement the AP would put the program at significant risk at the strategic level. The GoA has shown that it has a low capacity to coordinate multi-agency DIAG activities. Therefore, the probability of failure is high. Failure to implement the AP would mean that the program would remain as it has been; an ineffective GoA program dependant on the IC to coordinate and implement. To mitigate this risk, a DIAG coordination cell will be formed within ONSC to track the AP and brief GoA leadership at the highest level on progress.

Risk Analysis – Operational Level

DIAG achievements at the sub-national level have waned since Q4/06. Part of the reason for this was the focus on bringing several districts of the DIAG Main Phase campaign (May – Dec 06) to a successful close. This required an inordinate amount of effort by field staff. There is a great need to regenerate momentum at the operational level.

Therefore, efforts were taken by GoA officials (governors and district managers) and other local IC actors (UNAMA, PRT, ANBP) to identify districts which could easily be brought up to DIAG compliance levels; hence the term 'low hanging fruit' (LHF). The initial feedback was very encouraging: 35 districts. This triggered the creation of a set of criteria to screen these districts more closely in order to focus efforts on districts with a very high chance of success. The net result stands at 19 districts.

Although ANBP field staffs were responsible to coordinate this effort, it remains the responsibility of the GoA to deliver success. Despite having identified the LHF districts and proposing this course of action to the GoA, the probability of the GoA taking the initiative to implement LHF is medium. The failure to regenerate momentum at the operational level during Q2/07 will pose a serious threat to the credibility of the program; donors want to see progress on the ground. To mitigate this risk, ANBP must continue to coordinate GoA activities at the strategic level by exercising the Bridging Structure's lines of communication. At the operational level, ANBP will have to keep governors and district managers focused, assist in weapons collections whilst building those capacities at the provincial/district level and the passage of information back to the D&RC/JS.

UPDATED PROJECT ISSUES AND ACTIONS

Issue Analysis – Strategic Level

The lack of an effective legal framework is an issue for DIAG. Until the legislation and judicial framework issues are resolved, the GoA will not be in a position to take democratically sound enforcement action against high or even medium threat IAGs. The judicial pillar or the SSR program is well behind schedule. The probability that this problem will be rectified anytime soon is low. The steps necessary to create the required DIAG legal framework are listed in the AP for MoJ and AG to address.

Mol is identified as the lead GoA ministry as DIAG is a police primacy issue with other ministries in a support role. Mol is not capable of taking on the lead role for DIAG nor is it organized to do so at this time. The probability of failure to coordinate DIAG, as a lead agency, is high. To address this issue, the AP outlines action required along several lines of effort. In addition, efforts to identify responsibilities to be assumed, capacity gaps, and creation of a dedicated DIAG cell are underway.

Mol is the target of many disparate reform and capacity building activities and programs by Germany and US State Department. Many of these efforts overlap and may even be counter-productive. There must be coordination in order to generate efficiencies and synergy. Mol reforms cannot be dealt at the level of DIAG project.

The compliance of three districts saw the launch of the development aspect of the program. Delays were experienced due to project design difficulties and proposed project estimate over-runs. This area of DIAG is the responsibility of MRRD. The lack of technical expertise, project management and manpower are cited as the key issues. Although there have been considerable efforts to build capacities at the district level, more effort is required to build capacity at the MRRD project level. Development projects are the 'reward' for compliant districts and lengthy delays in delivery puts the credibility of the project at greater problem.

One of the original constraints placed on the DIAG strategy was the principle of 'no rewards for commanders'. During the Strategic Review, this concept was revisited because it was felt that a lack of incentives, and the absence of the credible threat of enforcement by the GoA, was one reason why IAGs were unwilling to comply. During Q1/07, a DIAG cooperation scheme was presented to DIAG principals but was rejected. The request to make DIAG more flexible continues to have limited results.

II. IMPLEMENTATION PROGRESS

A total of 2,036 light weapons were collected during Q1/07. The campaign against Government Officials-Linked Illegal Armed Groups (GOLIAG) continues with difficulty. DIAG has identified a total of 565 GOLIAGs working at the provincial level. Thus far, 76 were engaged for compliance of which 52 were recommended for removal/termination from their posts. Only three GOLIAGs were cleared and none terminated during this reporting period. To date, a total of 2,138 weapons have been collected from engaged GOLIAGs.

A proactive measure to prevent GOLIAGs from obtaining posts has been instituted within the Mol Appointment Selection Board. A representative from the JS is a voting member of the board with the responsibility to block nominees with DIAG related issues. The board plans to review a total of 280 candidates at the deputy governor and district manager level. Thus far, the board has evaluated 140 candidates which resulted in 43 rejected and 26 cases pending compliance due to the possession of weapons, links with IAGs, human rights violations or narco-traffic related offenses. Although this process has only been underway for 3 months, it promises to be a successful method for preventing GOLIAGs from gaining positions within the government rather going through a lengthy process which of removing an incumbent GOLIAG from his/her post.

ANBP continues to assist Mol with the weapons registration process which was handed over to Mol on 21 Dec 2006. This database was jointly established by ANBP ICT unit and JS. The Mol is responsible, by decree, for the implementation of the gun law and has issued complementary regulations for provisions of the law and the issuance firearm licenses.

ANBP in cooperation with UNAMA has initiated a review of the gun law and firearm registration program in an effort to increase the efficiency and functionality of these legal instruments and also raise the public awareness of these legislations.

As a result of DIAG compliance achieved in Kapisa and Takhar provinces, development projects have been initiated in three districts. Two Kapisa districts of Mahumud Raqi and Kohistan 2 have been rewarded with projects. Canal rehabilitation/cleaning project in Mahmud Raqi was initiated on 20 March 2007. In Kohistan-2, the chosen development project is a Veterinary Clinic. The main implementing partner will be MRRD through collaboration with a range of national and international partner organizations. The selection of all projects has been made on the basis of those needs-assessments conducted by the DDAs. With regards to the Farkhar district in Takhar, cost reassessments as well as technical re-evaluation measures are underway. These reviews should be complete by the end of April 07.

As a result of compliance in these three districts, 19 IAGs have been cleared and their commanders signing a DIAG Statement of Declaration. Their activities will continue to be monitored by GoA and IC security agencies.

The ANBP Monitoring and Evaluation (M&E) team's activities have been focused on the ongoing baseline survey, update of the crime matrix as well as an update on the DIAG compliance tracking format. In addition, M&E is reviewing the handover of the weapon registration database and the training that has been provided to Mol staff.

The Commander Incentive Programme (CIP), which began in May 2004, acknowledged those high-ranking commanders who had fully complied with the DDR process. CIP offered a number of services to include; nominations for government appointments, redundancy payments, economic and vocational training. The business and management course of CIP was initiated in June 2005 and was concluded at the end of February 2007. A total of 335 ex- commanders/officers from all across the nation have been trained through this course. Efforts are underway to conduct an external evaluation of the program, including an assessment of a potential continuation of the program during 2007.

III. FINANCIAL STATUS AND UTILISATION

Table 1: Contribution Overview [February 2005 – March 2008]

Donor	Contributions		Contribution Balance
	Committed	Received	
Japan	5,695,010.17	5,695,010.17	-
Canada	3,623,544.00	3,623,544.00	-
USAID	200,000.00	200,000.00	-
Netherlands	1,204,819.00	1,204,819.00	-
UK	5,211,770.00	5,211,770.00	-
Swiss	1,500,000.00	1,500,000.00	-
UNDP Core	476,716.00	476,716.00	-
Denmark	1,362,917.00	1,362,917.00	-
Italy	1,317,523.06	1,317,523.06	-
Total	20,592,299.23	20,592,299.23	-

Table 2: Quarterly Expenditure by Activity [1 January 2007 – 31 March 2007]

Activity	Budget (2007)	Quarterly Expenditure	Balance as of 31/3/07	Delivery Rate
Activity 1: Project Management	2,450,370.08	540,845.70	1,909,524.38	22%
Activity 2: Arms and Ammunition Collection	2,095,220.03	475,609.49	1,619,610.54	23%
Activity 3: Regional Development Capacity	2,133,572.03	333,391.21	1,800,180.82	16%
Activity 5: Integrated Technology Systems	593,438.62	135,990.12	457,448.50	23%
Activity 7: Public Information	1,173,688.84	85,002.16	1,088,686.68	7%
Activity 8: D & R Commission	1,387,983.38	75,318.36	1,312,665.02	5%
UNDP GMS (based on donor agreements)	491,713.65	82,307.85	409,405.80	17%
Total	10,325,986.63	1,728,464.89	8,597,521.74	17%

Table 3: Quarterly Expenditure by Donor [1 January 2007 – 31 March 2007]

Donor	Activity	Budget (2007)	Q1 Expenditures 01/01/07 - 31/03/07	Balance as of 31/03/07	Delivery Rate %
Canada	Activity1:Project Management	240,135.01	60,916.97	179,218.04	49%
	Activity2:Arms and Ammunition Collection	622,206.46	444,568.10	177,638.36	
	Activity3: Regional Development Capacity	149,458.23	46,430.79	103,027.44	
	Activity 5:Integrated Technology Systems	77,638.62	9,678.99	67,959.63	
	Activity 7:Public Information	25,332.89	2,695.88	22,637.01	
	Activity 8:D & R Commission	41,664.38	500.20	41,164.18	
	UNDP GMS 5% - See the Donor Agreement	57,821.78	28,239.55	29,582.23	
Sub- Total Canada		1,214,257.37	593,030.48	621,226.89	
Japan	Activity1:Project Management	862,500.21	457,679.44	404,820.77	16%
	Activity3: Regional Development Capacity	1,925,000.00	255,990.62	1,669,009.38	
	Activity 5:Integrated Technology Systems	415,000.00	26,511.13	388,488.87	
	Activity 7:Public Information	950,000.00	79,265.50	870,734.50	
	Activity 8:D & R Commission	1,271,319.00	74,818.16	1,196,500.84	
	UNDP GMS 5% - See the Donor Agreement	271,190.96	44,713.24	226,477.72	
Sub- Total Japan		5,695,010.17	938,978.09	4,756,032.08	
Netherlands	Activity1:Project Management	27,864.78	11,015.92	16,848.86	25%
	Activity2:Arms and Ammunition Collection	16,200.63	422.96	15,777.67	
		UNDP GMS 5% - See the Donor Agreement	2,203.27	0.00	
Sub- Total Netherlands		46,268.68	11,438.88	34,829.80	
Italy	Activity1:Project Management	340,735.00	0.00	340,735.00	0%
	Activity2:Arms and Ammunition Collection	839,048.87	0.00	839,048.87	
	Activity 8:D & R Commission	75,000.00	0.00	75,000.00	
		UNDP GMS 5% - See the Donor Agreement	62,739.19	0.00	
Sub- Total Italy		1,317,523.06	0.00	1,317,523.06	
UK	Activity1:Project Management	956,890.89	12,004.59	944,886.30	2%
	Activity2:Arms and Ammunition Collection	586,155.98	18,397.05	567,758.93	
		UNDP GMS 5% - See the Donor Agreement	77,152.34	1,520.08	
Sub- Total UK		1,620,199.21	31,921.72	1,588,277.49	
Swiss	Activity2:Arms and Ammunition Collection	18,641.59	0.00	18,641.59	0%
		UNDP GMS 5% - See the Donor Agreement	932.08	932.08	
Sub- Total Swiss		19,573.67	0.00	19,573.67	
USAID	Activity 7:Public Information	190,476.19	0.00	190,476.19	0%
		UNDP GMS 5% - See the Donor Agreement	9,523.81	9,523.81	
Sub- Total USAID		200,000.00	0.00	200,000.00	
Denmark	Activity1:Project Management	22,244.19	1,628.81	20,615.38	72%
	Activity2:Arms and Ammunition Collection	12,966.50	12,399.41	567.09	
	Activity3: Regional Development Capacity	59,113.80	30,969.80	28,144.00	
	Activity 5:Integrated Technology Systems	100,800.00	100,800.00	0.00	
	Activity 7:Public Information	7,879.76	7.43	7,872.33	
	UNDP GMS 5% - See the Donor Agreement	10,150.21	7,290.27	2,859.94	
Sub- Total Denmark		213,154.46	153,095.72	60,058.74	
Total		10,325,986.63	1,728,464.89	8,597,521.74	17%

ANNEX

Annual Work Plan
DIAG End State Structure
DIAG Bridging Structure