

QUARTERLY PROJECT REPORT [Q2, 2007]

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



Rehabilitation and cleaning of canal in Mahmoud Raqi district as a result of DIAG compliance in Kapisa province.

Project ID:	00043604
Duration:	January 2005 – December 2007
Component (MYFF):	2.7 Public administration reform and anti-corruption
Total Budget:	USD 20,947,373
Total Received:	USD 20,947,373
Unfunded:	USD 0

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I. PROJECT IMPLEMENTATION CHALLENGES

UPDATED PROJECT RISKS AND ACTIONS

Security

The most significant obstacle to the Disbandment of Illegal Armed Groups (DIAG) progress remains the deteriorating security situation caused by the insurgency. The level of violence from January to June 2007 has markedly exceeded that for the same period in 2006. As a direct consequence, the Southern, Eastern and South-Eastern regions continue to remain non-permissible environments for the implementation of DIAG. Unhelpfully, groups in other more stable regions use the spreading insurgency as a justification to retain arms.

Government Capacity

Another significant obstacle to the successful implementation of DIAG is the security agencies' lack of capacity to uphold the rule of law. The Ministry of Interior (Mol) which nominally leads the DIAG programme, lacks sufficient structural organization and adequate resources. As a direct consequence, too many security vacuums exist where the Mol cannot carry out decisions taken by the Disarmament and Reintegration Commission (D&RC). As an indirect consequence, IAG commanders feel less obliged to comply and they continue to rule with impunity.

Fortunately, political will strengthened significantly this quarter with President Karzai and Vice President Khalili renewing their commitment to DIAG both in Afghanistan and at the DIAG Conference in Tokyo on 21 June. Furthermore, the D&RC and Joint Secretariat are keen to ensure that DIAG becomes perceived as a government-led initiative. To that end, they along with the international community are reformulating the current DIAG structure to strengthen Mol to take the lead.

UPDATED PROJECT ISSUES AND ACTIONS

Transition

As a result of the deteriorating security situation and weak government capacity to deliver, it became clear at the fifth session of the Joint Coordination and Monitoring Board (JCMB) on 1 May that the benchmark as laid out in the Afghanistan Compact would not be met.¹ It was also recognized that it was impractical to continue extending ANBP's mandate indefinitely. As a result, D&RC and Joint Secretariat drafted a proposal in June that, amongst other issues, proposes extending the Compact deadline to 2010. The underpinning rationale is that this will coincide with the timeline of other Security Sector Reform measures such as the development of Afghan National Army (ANA) and Afghan National Police (ANP). The intention is that JCMB will formally meet to take up the issue in September. For its part, ANBP has begun to address the linked subjects of transition, programme disengagement and eventual closure. Pivotal to this will be the establishment of a stand-alone capability within Mol for the continuance of DIAG in the longer term. To coordinate efforts, on 28 June, Minister Stanekzai chaired a working meeting at which stakeholders were briefed on the draft transition plan, including a timeline and specific activities deemed essential to accomplish a smooth transition. With stakeholder assistance, ANBP aims to complete the transition by the end of the project mandate.

Project Mandate

ANBP's current mandate for DIAG accords with the Afghanistan Compact and technically concludes in December 2007. It is of note that the Government of Afghanistan (GoA) is reported to have decided that all Compact deadlines falling within the latter part of 2007 are transposed from the Western to the Afghan calendar (21 March 2008). Recognizing the imperative to accommodate this policy, and with the requisite funding provision already in place, the current

¹ The Afghanistan Compact states, "All illegal armed groups will be disbanded by the end of 2007 in all provinces" (p. 6)

intention is for UNDP to staff a formal project extension to March 2008, soon after the next JCMB meeting in September. Once completed, the Annual Work Plan will change to reflect a continuation of activities.²

II. IMPLEMENTATION PROGRESS

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.

Renewed National Interest and its Effects

On 3 April, His Excellency President Hamid Karzai signed the DIAG Action Plan, a strategic level plan which placed specific responsibilities and obligations upon all bodies involved with DIAG. This was a key development, not least because it also endorsed revised policy coordination structures for DIAG in the longer term. He also appointed Minister Massoum Stanekzai, former Vice Chair of the D&RC under DDR,³ to replace Deputy Minister Yusuf Nuristani as the Vice-Chairman of the D&RC. Minister Stanekzai was involved with DIAG from its inception in 2005. Deputy Minister Nuristani's tenure was much valued and it is of note that he was instrumental in bringing about the formal Strategic Review in autumn 2006 which led to a fundamental rethink of DIAG. The Review, which ranged in scope from revisiting strategic assumptions to completely reappraising operational design, had a galvanizing effect which re-energized the project.

Following the presidential signing of the Action Plan, His Excellency Second Vice President Karim Khalili hosted a meeting on 19 April and again on 9 May where he briefed selected provincial governors on the implementation of DIAG at the district level. On 8 May, the Security and Defence Commissions invited Vice President Khalili and Mr Stanekzai to update the parliament on DIAG, followed by a discussion between the parliamentarians and the presenters. This helped provide the parliamentarians with the information necessary to provide sufficient legislative support to DIAG. Finally, in a high level conference hosted by Japan's Ministry of Foreign Affairs on 21 June, Vice President Khalili reiterated government support for DIAG to the international community.⁴

With renewed government interest at the most senior level, ANBP and the D&RC began drafting a transition strategy along with a proposed timeline, whereby ANBP will facilitate the transition of capacity from the Joint Secretariat and ANBP to the government, specifically Mol. Though not yet finalized, in its latest draft the strategy proposed that ANBP has an



Mr Stanekzai, Vice Chairman of the D&RC (front row fourth from the right) along with provincial governors and IC members in a DIAG conference on 19 April 2007 in Kabul.

² In the current draft of the Annual Work Plan, all Annual Targets and Deliverables reflect a cessation of ANBP's existence by end 2007.

³ DDR is the Disarmament, Demobilization and Reintegration programme of the Afghan Military Forces. This programme is usually considered the predecessor to the DIAG programme.

⁴ ANBP Programme Director David Wilson and Joint Secretariat Manager Aziz Ahmadzai attended on behalf of ANBP. In addition, in cooperation with the Joint Secretariat and the Government of Japan, ANBP funded the attendance of the Director of Afghan Women's Education Center, Najia Haneefi, representing Afghan Civil Society.

advisory role by 2008 and eventually restructure from a Direct Implementation to a National Implementation modality to allow for greater government ownership. An important assumption within transition arrangements is that, as a risk mitigation measure against Mol capacity building taking longer than envisaged, the D&RC will remain in being until December 2008. By extension, the Joint Secretariat will also be required and thus a 'bridging' arrangement will be required involving UNDP Country Office once ANBP has concluded operations and is firmly into programme closure.

Government Officials Linked to Illegal Armed Groups (GOLIAGs)

The vexed issue of removing Government Officials Linked to Illegal Armed Groups (GOLIAGs) continues to prove challenging. Of the 72 GOLIAGs who were targeted at the provincial level, 52 were recommended for termination. Forty-six of these GOLIAGs were engaged in weapons handover to varying degrees but did not satisfy expectations. Only 17 GOLIAGs were cleared and 16 have been removed from their posts. 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. However, this is fully recognized by D&RC 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

Reassuringly, DIAG enjoyed good progress in preventing candidates linked to Illegal Armed Groups from obtaining deputy provincial governor and district administrator posts. By the end of the second quarter, the Mol Appointment Selection Board interviewed 207 candidates, which resulted in 108 appointments, 73 rejections and 26 cases pending compliance owing to the possession of weapons, links with IAGs, human rights violations or narco-traffic related offences. Of note, only eight candidates have complied. In fact, thanks to the success of this initiative, the Civil Service Commission Board plans to include a similar mechanism in its own appointment process.

Consolidation of IAG Database for the Joint Secretariat

In early 2007, the Joint Secretariat made a concerted effort to consolidate the various databases of IAGs and GOLIAGs in circulation within the Joint Secretariat. These databases had emerged as *ad hoc* creations with duplications in entries, falsely suggesting up to several thousand IAGs at one point. In the second quarter, ANBP continued working on developing an application for the database, which should be finished in the third quarter. This new database is in English and designed to be user-friendly. Once completed, the database will be uploaded on the DIAG website with restricted access.⁵ By having one consolidated database, the D&RC and Joint Secretariat will be better able to compile and track the list of IAGs, which in turn will allow them to better target those IAGs that pose a significant threat.

Weapons Registration Process

In addition to assisting Mol with the weapons registration process, in the second quarter ANBP's Monitoring & Evaluation and Information & Communication Technology sections extended their services to assist Mol in developing a database that registers security companies. Prior to the database, Mol had no means of tracking weapons brought in the country for legitimate use. With the database, Mol will be able to keep better track of weapons registered for legitimate activities. Indirectly, the database will allow Mol to implement measures, such as black listing those agencies that do not comply with the law, more effectively since it will have an accurate record of all assets.

⁵ 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.

ACTIVITY 1.2 – DISARM TARGETED ILLEGAL ARMED GROUPS, COLLECT WEAPONS AND TRANSFER WEAPONS TO GOVERNMENT CONTROL.

By the end of the second quarter, ANBP in support of the Ministry of Defence verified 995 weapons (884 light weapons and 111 heavy weapons), increasing the overall total to 31,034 weapons (27,009 light weapons and 4,025 heavy weapons). This reflects a nearly 100% increase from the 2006 fourth quarter figures. Also, the second quarter saw an increase in serviceable weapons. In terms of ammunition, in the second quarter 68 caches totalling 71 tonnes of ammunition were surveyed, increasing the overall total to 588 caches with 2,670 tonnes of ammunition, maintaining operational tempo.

District DIAG Implementation (DDI)

In the second quarter 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 eighteen districts based on their negotiations with provincial governors and Provincial DIAG Committees. Nominations were made against pre-determined criteria. Vice President Khalili officially announced the commencement of this process at the 19 April meeting he chaired with the governors: a second meeting followed soon after for the second tranche.

To date, 669 weapons (530 operational) were deposited under DDI process since its inception and during the second quarter of 2007.

By the end of the second quarter, 25 IAG commanders 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.

ACTIVITY 1.3 – CHANGE GENERAL PUBLIC PERCEPTIONS, VALUES AND BEHAVIOUR REGARDING ILLICIT WEAPONS POSSESSION AND MISUSES THROUGH A PUBLIC AWARENESS CAMPAIGN.

Progress remained slow in changing public perception of DIAG despite the initiation of a public awareness campaign. Programmatic activities with the Implementing Partner Sayara ended on 21 June and the Public Information section began discussions with the Joint Secretariat and ANBP's Regional Offices to assess the effectiveness of Sayara's campaign as well as possible alternatives. The lapse in a formal campaign runs the risk of further decreasing DIAG's profile in public perception, thereby diminishing public support for the project and public pressure on IAGs to comply.

This risk was mitigated thanks to the renewed interest from the government at the highest level. The media reported on meetings with President Karzai and Vice President Khalili regarding DIAG including their statements of support. Japan's Ministry of Foreign Affairs hosted a DIAG conference in the second quarter whereby senior representatives from the United Nations and the governments of Japan and Afghanistan reiterated urgency and importance of DIAG for the long term stability of Afghanistan. Though ad hoc reporting on meetings cannot take the place for a well-designed and well-executed awareness campaign, it provides an alternative form of publicity for DIAG.

The intention is to seek specialist support in order to create a comprehensive strategic information campaign for DIAG whilst, in parallel, increasing the resource provision for a Public Information activity at the regional level.

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.

Delivering Socio-Economic Community Development Projects

On 20 April, the canal rehabilitation / cleaning project was completed in Mahmud Raqi district in Kapisa province. The project rehabilitated eight canals including an additional canal which was voluntarily rehabilitated by the community. Not only did this project restore 95 km of irrigation canal, it also created daily wage labour for approximately 3,000 labourers. Indirectly, this project benefited over 240,000 inhabitants and helped to create a public link between DIAG compliance with development.



As reported in the previous quarterly report, Kohistan 2 district in Kapisa province chose the construction of a veterinary clinic at an estimated cost of \$100,000. By the end of the second quarter, Ministry of Rural Rehabilitation and Development (MRRD) finalized the project announcement documents. MRRD will inform the Joint Secretariat of the actual date of implementation.

One of the eight canals in Kapisa province after cleaning.

In follow up to the previous quarterly report, the cost assessment for the hydropower plant in Farkhar district of Takhar province completed with an estimated cost of \$1.1 million. Owing to the exceptional high cost in comparison to other community development projects, the Government of Japan agreed to fund up to \$1.1 million under the condition that MRRD will pay for any additional costs. By the end of the second quarter, MRRD finalized the technical design of the project and was in the process of finding a hydropower expert to review and evaluate the project design.

Monitoring Socio-Economic Community Development Projects

In order to measure the effectiveness of development projects, ANBP's Monitoring & Evaluation (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 a report which was submitted to the Joint Secretariat for its perusal. Among other indicators, the report analyzes whether the community benefits from the project. The intention is to conduct at least one field visit per project, though ideally two field visits per development project should be conducted: once during implementation and once after completion.

In the first quarter, the M&E section produced one interim report for the canal rehabilitation project in Mahmud Raqi district in Kapisa province. Future monitoring remains dependent on whether and when development projects are implemented.

Improving Governance Structures

In addition to the three projects mentioned above, the Joint Secretariat worked with 19 other districts in the second quarter to identify and select potential projects, facilitate feasibility studies and technical surveys, and coordinate with the relevant stakeholders. In its coordination efforts with the 22 districts, the Joint Secretariat engaged primarily with MRRD, the MRRD / National Area Based Development Programme (NABDP) Community Empowerment teams and MRRD / NABDP created District Development Assemblies (explained in further detail below). Other stakeholders in the process included the Provincial Development Committees, NGOs and donors. These collaborative efforts aimed to strengthen governance structures, most notably on the district level,

to allow the government to address more effectively DIAG and to provide the government the means to carry out DIAG on the local level after the termination of ANBP.

ACTIVITY 2.3 – ESTABLISH DDA IN DIAG TARGETED DISTRICTS IF NOT ALREADY ESTABLISHED. DDAs ARE USED FOR DIAG PROJECT IDENTIFICATION AND IMPLEMENTATION.

District Development Assemblies (DDA)

Created by MRRD / NABDP, District Development Assemblies (DDA) conduct needs-assessments for district level development projects. Since the first quarter, DIAG has been working with DDAs to identify development projects in DIAG-targeted districts as in the case of Kapisa province; however, owing to lack of funds in MRRD not all districts have established DDAs. Thus in the second quarter, the Joint Secretariat began working with MRRD to address DIAG-targeted districts that lacked DDAs to examine various funding options. Currently, the Joint Secretariat is working with MRRD in 20 priority DDAs in DDI districts.

In order to harmonize efforts, ANBP's M&E section redesigned the DIAG baseline survey from the provincial to the district level. In the second quarter, the M&E section completed the design of the survey and shared it with the regional offices for feedback. Data collection is anticipated to begin in the third quarter with priority placed on the target districts. By collecting data on the district level as opposed to the provincial level, the D&RC and Joint Secretariat can have more accurate data and thereby more effectively measure the success of the project and, where need be, make more informed decisions on changing aspects of the project.

III. FINANCIAL STATUS AND UTILIZATION

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

Donor	Contributions		Contribution Balance
	Committed	Received	
Japan	5,695,010	5,695,010	-
Canada	3,623,544	3,623,544	-
USA	200,000	200,000	-
Netherlands	1,204,819	1,204,819	-
UK	4,711,770	4,711,770	-
Switzerland	1,633,010	1,633,010	-
UNDP Core	476,716	476,716	-
Norway	722,064	722,064	-
Denmark	1,362,917	1,362,917	-
Italy	1,317,523	1,317,523	-
Total	20,947,373	20,947,373	-

Table 2: 2007 Expenditure by Activity [1 January 2007 – 30 June 2007]

ACTIVITY	BUDGET 2007	EXPENDITURE Q1	EXPENDITURE Q2	TOTAL EXPENDITURE (Q1 + Q2)	BALANCE AS OF 30 JUNE 2007	DELIVERY RATE
Activity 1: Project Management	2,459,482	535,597	422,343	957,940	1,501,541	39%
Activity 2: Arms and Ammunition Collection	2,452,685	546,631	386,929	933,560	1,519,125	38%
Activity 3: Regional Development Capacity	1,363,716	348,366	282,451	630,817	732,899	46%
Activity 5: Integrated Technology Systems	443,172	50,695	58,221	108,915	334,256	25%
Activity 7: Public Information	758,659	85,764	116,544	202,308	556,350	27%
Activity 8: D & R Commission	603,628	82,766	64,266	147,032	456,596	24%
UNDP GMS (based on donor agreements)	425,334	86,833	70,040	156,872	268,461	37%
Total	8,506,675	1,736,652	1,400,793	3,137,445	5,369,230	37%

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

Donor	Activity	2007 Budget	Q1 Expenditures 01/01/07- 31/03/07	Q2 Expenditures 01/04/07- 30/06/07	Total Expenditure from 01/01/07- 30/06/07	Balance as of 30/06/07	Delivery Rate %
Canada	Activity 1: Project Management	176,060	66,717	55,921	122,638	53,421	
	Activity 2: Arms and Ammunition Collection	831,977	495,701	329,174	824,875	7,102	
	Activity 3: Regional Development Capacity	49,012	46,431	0	46,431	2,581	
	Activity 5: Integrated Technology Systems	24,372	7,096	11,597	18,693	5,678	
	Activity 7: Public Information	8,967	2,696	443	3,139	5,828	
	Activity 8: D & R Commission	40,108	776	1,735	2,511	37,597	
UNDP GMS 5% - See the Donor Agreement		59,500	32,601	20,993	53,594	5,906	
Subtotal Canada		1,189,995	652,018	419,863	1,071,881	118,114	90%
Japan	Activity 1: Project Management	862,500	422,414	346,755	769,169	93,331	
	Activity 3: Regional Development Capacity	1,165,000	264,390	282,146	546,536	618,464	
	Activity 5: Integrated Technology Systems	365,000	26,798	34,095	60,894	304,106	
	Activity 7: Public Information	545,000	81,320	108,149	189,470	355,530	
	Activity 8: D & R Commission	563,520	81,990	62,531	144,521	418,999	
UNDP GMS 5% - See the Donor Agreement		184,264	46,153	43,878	90,031	94,233	
Subtotal Japan		3,685,284	923,066	877,554	1,800,621	1,884,664	49%
Netherlands	Activity 1: Project Management	44,065	31,371	0	31,371	12,694	
UNDP GMS 5% - See the Donor Agreement		2,319	1,651	0	1,651	668	
Subtotal Netherlands		46,384	33,023	0	33,023	13,362	
Italy	Activity 1: Project Management	240,000	0	35,419	35,419	204,581	
	Activity 2: Arms and Ammunition Collection	839,784	0	1,136	1,136	838,648	
UNDP GMS 5% - See the Donor Agreement		56,831	0	1,924	1,924	54,907	
Subtotal Italy		1,136,615	0	38,479	38,479	1,098,136	3%
UK	Activity 1: Project Management	574,735	12,002	3,976	15,978	558,757	
	Activity 2: Arms and Ammunition Collection	589,019	30,921	7,605	38,526	550,493	
UNDP GMS 5% - See the Donor Agreement		61,250	2,259	610	2,869	58,382	
Subtotal UK		1,225,004	45,182	12,190	57,372	1,167,632	5%
Switzerland	Activity 1: Project Management	18,660	0	15,231	15,231	3,429	
	Activity 2: Arms and Ammunition Collection	126,676	0	1,126	1,126	125,550	
UNDP GMS 5% - See the Donor Agreement		7,649	0	861	861	6,788	
Subtotal Switzerland		152,985	0	17,218	17,218	135,768	11%
USA	Activity 7: Public Information	190,476	0	7,875	7,875	182,601	
UNDP GMS 5% - See the Donor Agreement		10,025	0	414	414	9,611	
Subtotal USA		200,501	0	8,289	8,289	192,212	4%
Denmark	Activity 1: Project Management	42,868	3,093	18	3,110	39,758	
	Activity 2: Arms and Ammunition Collection	180,147	20,008	13,144	33,153	146,995	
	Activity 3: Regional Development Capacity	49,704	37,546	0	37,546	12,158	
	Activity 5: Integrated Technology Systems	29,263	16,800	12,463	29,263	0	
	Activity 7: Public Information	1,748	1,748	0	1,748	0	
UNDP GMS 5% - See the Donor Agreement		15,986	4,168	1,349	5,517	10,469	
Subtotal Denmark		319,717	83,363	26,974	110,337	209,380	35%
Norway	Activity 1: Project Management	310,594	0	0	0	310,594	
	Activity 2: Arms and Ammunition Collection	212,086	0	215	215	211,871	
UNDP GMS 5% - See the Donor Agreement		27,509	0	11	11	27,498	
Subtotal Norway		550,189	0	226	226	549,963	0%
Total		8,506,675	1,736,652	1,400,794	3,137,446	5,369,229	37%

ANNEX

ANNUAL WORK PLAN