

QUARTERLY PROJECT REPORT [Q3, 2007]

**United Nations Development Programme
Afghanistan
Disbandment of Illegal Armed Groups (DIAG)
01-07-2007 – 30-09-2007**



Young girl releases a dove for the ceremony in Bamyan commemorating International Peace Day (21 September).

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

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I. 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

With renewed government interest at the most senior level, DIAG continued making political progress in the third quarter. The president and the second vice president chaired several meetings to address various issues pertaining to DIAG. His Excellency the Second Vice President Karim Khalili hosted a meeting on 5 July where he briefed provincial governors from the central region on the implementation of DIAG and their expected role in setting an example for the rest of the country. He held a similar meeting nearly one month later for Kunar Province.

On 28 July, Vice President Khalili chaired a meeting on the development and implementation of regulatory and policy instruments pertaining to Private Security Companies, many of which operate with little transparency and accountability to the government. Finally, on 18 September, His Excellency President Hamid Karzai hosted a Principals Meeting in order to follow up on the points he raised at a similar meeting on 17 June. Given this involvement from the senior-most level, the commitment from the government is unquestionable with mandated government bodies directly accountable to the senior administration on ensuring momentum.

Transition from ANBP to the Government

With the government becoming increasingly active in leading the project, ANBP in the second quarter, began to address the inter-linked issues of transition, programme disengagement and eventual closure, which included establishing institutional capability within Mol for the continuance of sustainable approaches to addressing DIAG in the longer term. In the third quarter, under the leadership of UNDP, a working group was established which proposed: organizational restructuring and equipment support to Ministry of Interior (Mol) at central, regional and provincial levels; and budgetary requirements. These findings were presented to and accepted by the stakeholders.

Discussions on the transition strategy have taken place between the government, UNDP, ANBP and key stakeholders. An agreement has been reached in principle that there will be a need to extend ANBP's timeline beyond March 2008 as capacity building within Mol to execute DIAG is still in its nascent stages. ANBP has produced a DIAG transition paper, which UNDP will circulate to all key stakeholders and the government for final approval.

In terms of implementation, ANBP began hiring key personnel to assist with the transition, including a DIAG Analyst (international staff) who arrived in the latter half of the second quarter and a Joint Secretariat Coordination Manager (international staff) who arrived towards the end of the third quarter. At the same time, three DIAG Coordinators (national staff) joined ANBP in the third quarter. Of these national officers, one staff is assigned to the Second Vice President's office; the second staff is assigned to the Vice Chairman's office, D&RC, while the third staff is assigned to the National Security Council.¹ They help to facilitate coordination between the key government institutions. Interviews for the International DIAG Transition Coordinator / Advisor was held in the third quarter, while interviews for Weapon Registration Mentor (international), the DIAG Operations Mentor (international) and Registration of Private Security Companies Mentor position (international) have been scheduled in the fourth quarter.

¹ ANBP also hired an Administrative Assistant (national) who sits in the Office of the National Security Council. The assistant arrived in September.

Private Security Companies

Currently, Private Security Companies (PSCs) operate in Afghanistan with little or no accountability to the Government. While many of these companies provide legitimate security services, some are known IAGs operating under the veneer of registered PSCs. After analyzing the issue in a policy paper, and given that the enactment of relevant legislation takes time, the D&RC and stakeholders have, in the meantime drafted proposed regulations regarding the registration of these PSCs. The draft has been submitted to the Ministry of Justice for review prior to approval by the ministerial cabinet meeting.

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. 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. In this context, ANBP created a format, which the Mol approved, and later developed it to a database. In July, ANBP completed the database and currently awaits the DIAG cell in the Mol to become functional as well as for cabinet to ratify the draft regulation on PSCs, expectedly in the fourth quarter. Based on this, the database would be installed in the fourth quarter.

Government Officials Linked to Illegal Armed Groups (GOLIAGs)

The vexing 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, 53 were recommended for termination; however, this number decreased because of lack of adequate proof. Only 20 GOLIAGs were cleared and 16 have been removed from their posts. Thirty-one GOLIAGs still retain their posts, one is currently under investigation, one is not found, one has no information and two have died. In the third quarter, only one GOLIAG was cleared by the Joint Secretariat. 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 itself. This however, 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 the government commitment.

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 third quarter, 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 narcotics traffic related offences. Of the 20 pending cases, only eight candidates have complied.

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 which were in usage 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 response, ANBP developed an application for a consolidated database which was completed in the end of the third quarter. The database has been uploaded on the DIAG website with restricted access.² 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.

² 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.

Weapons Registration Process

As mentioned in the previous quarterly report, to assist the Mol with the weapons registration process, ANBP created a weapons registration database that will be utilized upon the arrival of the mentors in the fourth quarter. 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.

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

Statistics on Weapons Collected

By the end of the third quarter, ANBP in support of the Ministry of Defence verified 2,055 weapons (1,947 light weapons and 108 heavy weapons), increasing the overall total to 33,374 weapons (29,220 light weapons and 4,154 heavy weapons). In terms of ammunition, in the third quarter, operational tempo was maintained with 49 caches totalling 71.7 tonnes of ammunition having been surveyed, increasing the overall total to 637 caches with 2,688.3 tonnes of ammunition.

District DIAG Implementation (DDI)

In order to increase the positive results in an accelerated rate, the District DIAG Implementation (DDI) expanded to include 49 districts. DDI is a tactical approach which was introduced in the second quarter, whereby districts identified as more readily complying with DIAG were targeted.

To date, 1,148 weapons (917 operational) were deposited under DDI process since its inception in the second quarter of 2007 of which 453 weapons (352 operational) were collected in the third quarter. Several districts under the DDI initiative were announced as Peace Districts after demonstrating sufficient compliance and are now under development focused support.

By the end of the third quarter, 59 IAG commanders had 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 the government and international community security forces. Many of these handovers took place in official ceremonies, including in Ishkashim (Badakhshan), Zebak (Badakhshan), Pul-i-Khumri (Baghlan), Saighan (Bamyan), Pashtun Zarghun (Herat), Khoshi (Logar), Logar Centre (Logar), Farza (Kabul), Kunduz City (Kunduz), Qalai Fala (Kunduz), Parwan Centre³ (Parwan), Bangi (Takhar) and Namak Aab (Takhar). To the extent possible high level officials from Kabul attended the ceremonies as an indication of support from Kabul to the regions.

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

The media maintained their interest in the DIAG issues, especially with active participation of high level officials in DIAG ceremonies which were held throughout the country in the third quarter.

ANBP's Public Information section increased during the third quarter with the hiring of a Public Information Manager, a Public Information Officer and a Public Information Assistant (who sits in the Joint Secretariat). A formal communication/media outreach work plan was devised which focuses on ensuring



³ In the case of Parwan Centre, police confiscated the weapons rather than IAG commanders handing them in.

Students from various districts in Bamyan performing the national dance before the destroyed Buddhas on International Peace Day (21 September).

coverage of ANBP's projects' achievements and constraints by the media (dissemination and monitoring), and plans to supporting the efforts of the government and the ANBP / UNDP / UN via a proactive campaign on DIAG.

With the Sayara contract for implementing a Public Information campaign completed, ANBP began partnering with stakeholders to coordinate sensitization efforts on DIAG. It is expected that these products will be completed and disseminated in the fourth quarter. Simultaneously, Regional Offices were given greater financial authority to implement public information activities on provincial and district levels, thereby allowing more tailored PI messages.

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. Video interviews were conducted of beneficiaries and ex-commanders who took part in the canal rehabilitation project for Mahmoud Raqi District of Kapisa Province. These materials will be used both for the UNAMA film entitled "Peace One Day" and a documentary that ANBP intends to complete in the fourth quarter.

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

Since last reported, the Joint Secretariat worked to develop DIAG development projects in 20 districts. By the end of the third quarter, the districts of Aab Kamari (Badghis), Jawand (Badghis), Shortepa (Balkh), Pashtun Zarghun (Herat), Kohistan 2 (Kapisa), Cha Aab (Takhar) and Namak Aab (Takhar) identified the project and selected the Implementing Partner. Owing to Ramadan, however, the projects will not start until the fourth quarter.

In addition to the seven projects mentioned above, the Joint Secretariat worked with 16 other districts in the third quarter to identify and select potential projects, conduct feasibility studies and technical surveys, announce and receive bids for implementation, and coordinate with the relevant stakeholders. In its coordination efforts with the 24 districts,⁴ 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.

In follow up to the previous quarterly report, a geological survey for the hydropower plant in Farkhar district of Takhar province was completed.

Improving Governance Structures

During the third quarter the D&RC and MRRD drafted a Memorandum of Understanding to recognize the roles and responsibilities of MRRD and D&RC for the execution of development and/or good governance projects in support of DIAG. It also explains the joint responsibilities of both organizations as well as the operational procedure of the DIAG development component (e.g. project identification, feasibility study, technical study, procurement and project implementation). With the assistance of Japan, it is anticipated that the memorandum will be finalized in the fourth quarter.

⁴ Including the completed project in Mahmud Raqi District, the Joint Secretariat is engaged with 24 districts.

These collaborative efforts aimed to strengthen governance structures, most notably on the central level and as a consequence at 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 DDAs in DIAG targeted districts if not already established. DDAs are used for DIAG project identification and implementation.

District Development Assembly (DDA)

In the third quarter, the Joint Secretariat continued working with MRRD to address DIAG-targeted districts that lacked DDAs. With the assistance of the Joint Secretariat, the districts of Mardyan (Jawzjan), Khuram & Sarbagh (Samangan), Jalrez (Wardak), Khushi (Logar) and Noorgram (Nuristan) established District Development Assemblies (DDAs) in the third quarter. Created by MRRD / NABDP, District Development Assemblies conduct needs-assessments for district level development projects.

The DIAG baseline survey was completed for the 20 selected DDI districts. The district-level survey provides the basis through which the D&RC and Joint Secretariat can effectively measure the success of the project and, where need be, make more informed decisions on changing/refining aspects of the project.

II. 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. 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. To mitigate the risks 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 efficiently.

Government Capacity

Though political will at the highest levels of the government has improved, overall capacity to uphold the rule of law remained weak. As a direct consequence, too many security vacuums still exist where the MoI 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. 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&RC.

Updated Project Issues and Actions

DIAG Benchmark in the Afghanistan Compact

As a result of the fifth session of the Joint Coordination and Monitoring Board (JCMB) on 1 May where it was agreed that it was unlikely that the DIAG benchmark as laid out in the Afghanistan Compact would be met⁵. The D&RC, ANBP and other stakeholders finalized a proposal whereby the DIAG timeline would extend to coincide with the timelines set for achieving the Security Sector Reform benchmarks. In light of this development, the next JCMB session to be held in October will decide the proposed extension timeline for DIAG.

Project Mandate

In the third quarter, the JCMB was to hold the sixth session during which, amongst other agenda points, the timeline for the mandate set out in the Afghanistan Compact would be realigned from December 2007 to March 2008 (1386 in the Afghan calendar). This extension is necessary in order for the transfer of capacity to take place. Owing to the postponement of the meeting to the fourth quarter, UNDP has begun a formal extension process to ensure administrative continuity. Once completed, the Annual Work Plan will be addressed accordingly.

Coincidentally, in the third quarter UNDP hired external consultants to evaluate the DDR programme.⁶ Of note, one of the key recommendations of the evaluators included extending ANBP's mandate to 2011 in order to support the government in implementing DIAG. This issue is currently being addressed by UNDP and the D&RC.

Compliance

Currently, 9 districts have achieved 75% compliance in the DIAG programme. Yet the government has not formally acknowledged the compliance nor announced it to the International Community. Therefore progress that is being made is not acknowledged nor widely publicized to the degree that it should. This issue must be resolved shortly if DIAG achievements are to be publicized and awareness raised on the topic.

⁵ The Afghanistan Compact states, "All illegal armed groups will be disbanded by the end of 2007 in all provinces" (p. 6)

⁶ DDR is the Disarmament, Demobilization and Reintegration of the Afghan Military Forces. This programme is usually considered the predecessor to the DIAG programme.

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	-
UK	4,711,770	4,711,770	-
Canada	3,623,544	3,623,544	-
Switzerland	1,633,010	1,633,010	-
Denmark	1,362,917	1,362,917	-
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	20,947,373	20,947,373	-

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

Activity	BUDGET [2007]	TOTAL 2007 EXPENDITURE	BALANCE	DELIVERY (%)
Activity 1: Project Management	2,254,710	1,496,928	757,782	66%
Activity 2: Arms and Ammunition Collection	2,657,456	1,708,966	948,490	64%
Activity 3: Regional Development Capacity	1,363,716	962,138	401,578	71%
Activity 5: Integrated Technology Systems	443,172	(14,766)	457,938	-3%
Activity 7: Public Information	758,659	355,822	402,836	47%
Activity 8: D & R Commission	603,628	309,966	293,662	51%
UNDP GMS 5%	425,334	253,634	171,699	60%
Total	8,506,675	5,072,689	3,433,986	60%

Table 3: Quarterly Expenditure by Donor [1 January 2007 – 30 September 2007]

Donor	Activity	Budget (2007)	Total 2007 Expenditure	Balance as of 30 Sept 07	Delivery Rate %
Canada	Activity 1: Project Management	366,060	161,421	204,638	
	Activity 2: Arms and Ammunition Collection	489,509	585,436	(95,927)	
	Activity 3: Regional Development Capacity	149,012	44,651	104,362	
	Activity 5: Integrated Technology Systems	64,372	19,218	45,154	
	Activity 7: Public Information	21,435	117	21,318	
	Activity 8: D & R Commission	40,108	2,511	37,597	
	UNDP GMS 5% - See the Donor Agreement	59,500	42,808	16,692	
Subtotal Canada		1,189,995	856,162	333,833	72%
Japan	Activity 1: Project Management	862,500	797,261	65,239	
	Activity 3: Regional Development Capacity	1,165,000	878,030	286,970	
	Activity 5: Integrated Technology Systems	365,000	66,701	298,299	
	Activity 7: Public Information	545,000	352,127	192,873	
	Activity 8: D & R Commission	563,520	298,610	264,910	
	UNDP GMS 5% - See the Donor Agreement	184,264	125,933	58,331	
Subtotal Japan		3,685,284	2,518,662	1,166,622	68%
Netherlands	Activity 1: Project Management	44,065	40,643	3,422	
	UNDP GMS 5% - See the Donor Agreement	2,319	2,139	180	
Subtotal Netherlands		46,384	42,782	3,602	92%
Italy	Activity 1: Project Management	240,000	197,204	42,796	
	Activity 2: Arms and Ammunition Collection	839,784	893,353	(53,569)	
	UNDP GMS 5% - See the Donor Agreement	56,831	57,398	(567)	
Subtotal Italy		1,136,615	1,147,955	(11,340)	101%
UK	Activity 1: Project Management	574,735	289,829	284,906	
	Activity 2: Arms and Ammunition Collection	589,019	164,902	424,117	
	UNDP GMS 5% - See the Donor Agreement	61,250	23,933	37,317	
Subtotal UK		1,225,004	478,664	746,340	39%
Switzerland	Activity 1: Project Management	18,660	25,159	(6,499)	
	Activity 2: Arms and Ammunition Collection	126,676	2,377	124,300	
	UNDP GMS 5% - See the Donor Agreement	7,649	1,449	6,200	
Subtotal Switzerland		152,985	28,985	124,000	19%
USA	Activity 7: Public Information	190,476	9,871	180,605	
	UNDP GMS 5% - See the Donor Agreement	10,025	520	9,506	
Subtotal USA		200,501	10,391	190,111	5%
Denmark	Activity 1: Project Management	42,868	6,545	36,323	
	Activity 2: Arms and Ammunition Collection	195,611	49,603	146,008	
	Activity 3: Regional Development Capacity	49,704	37,546	12,158	
	Activity 5: Integrated Technology Systems	13,800	(100,800)	114,600	
	Activity 7: Public Information	1,748	(3,525)	5,273	
	UNDP GMS 5% - See the Donor Agreement	15,986	(560)	16,545	
Subtotal Denmark		319,717	(11,191)	330,908	-4%
Norway	Activity 1: Project Management	310,594	0	310,594	
	Activity 2: Arms and Ammunition Collection	212,086	265	211,821	
	UNDP GMS 5% - See the Donor Agreement	27,509	14	27,496	
Subtotal Norway		550,189	279	549,911	0%
Total		8,506,675	5,072,689	3,433,986	60%

Negative figures reflect expenditures exceeding allocated budget, not a shortage of funds. ANBP and UNDP are in the process of finalizing a budget revision to reflect correct budget line

requirements, which will be reflected in the Annual Report. The above delivery rates are linked to the current approved budget.