

Islamic Republic of Afghanistan
Afghanistan National Development Strategy
1387 - 1391 (2008/09 - 2012/13)



VOLUME FIVE

Crosscutting Issues

Capacity Building, Gender, Counter Narcotics
Regional Cooperation, Anti-Corruption, and Environment



Islamic Republic of Afghanistan
Afghanistan National Development Strategy
1387 -1391 (2008 - 2013)

A Strategy for Security, Governance,
Rule of Law, Human Rights, Social-Economic Growth
and Poverty Reduction

VOLUME FIVE

Crosscutting Issues
Capacity Building, Gender, Counter Narcotics,
Regional Cooperation, Anti-Corruption, and Environment

بِسْمِ اللَّهِ الرَّحْمَنِ الرَّحِيمِ
In the Name of Allah, the Most Compassionate, the Most Merciful

إِنَّ اللَّهَ لَا يُغَيِّرُ مَا بِقَوْمٍ حَتَّى يُغَيِّرُوا مَا بِأَنْفُسِهِمْ
Verily, never will Allah change the condition of people unless they change it themselves (Holy Quran, 013,011)

VISION FOR AFGHANISTAN

By the solar year 1400 (2020), Afghanistan will be:

- *A stable Islamic constitutional democracy at peace with itself and its neighbors, standing with full dignity in the international family.*
- *A tolerant, united, and pluralistic nation that honors its Islamic heritage and the deep seated aspirations toward participation, justice, and equal rights for all.*
- *A society of hope and prosperity based on a strong, private-sector led market economy, social equity, and environmental sustainability.*

ANDS Goals for 1387-1391 (2008/09-2012/13)

The Afghanistan National Development Strategy (ANDS) serves as Afghanistan's Poverty Reduction Strategy Paper (PRSP) and uses the pillars, principles and benchmarks of the Afghanistan Compact as a foundation. The pillars and goals of the ANDS are:

1. *Security: Achieve nationwide stabilization, strengthen law enforcement, and improve personal security for every Afghan.*
2. *Governance, Rule of Law and Human Rights: Strengthen democratic processes and institutions, human rights, the rule of law, delivery of public services and government accountability.*
3. *Economic and Social Development: Reduce poverty, ensure sustainable development through a private-sector-led market economy, improve human development indicators, and make significant progress towards the Millennium Development Goals (MDGs).*

A further vital and cross-cutting area of work is eliminating the narcotics industry, which remains a formidable threat to the people and state of Afghanistan, the region and beyond.

Foreword

For the preparation of Afghanistan National Development Strategy



In the name of Allah, the most Merciful, the most Compassionate

Six and half years ago, the people of Afghanistan and the international community joined hands to liberate Afghanistan from the grip of international terrorism and to begin the journey of rebuilding a nation from a past of violence, destruction and terror. We have come a long way in this shared journey.

In a few short years, as a result of the partnership between Afghanistan and the international community, we were able to create a new, democratic Constitution, embracing the freedom of speech and equal rights for women. Afghans voted in their first-ever presidential elections and elected a new parliament. Today close to five million Afghan refugees have returned home, one of the largest movements of people to their homeland in history.

Thousands of schools have been built, welcoming over six million boys and girls, the highest level ever for Afghanistan. Hundreds of health clinics have been established boosting our basic health coverage from a depressing 9 percent six years ago to over 85 percent today. Access to diagnostic and curative services has increased from almost none in 2002 to more than forty percent. We have rehabilitated 12,200 km of roads, over the past six years. Our rapid economic growth, with double digit growth almost every year, has led to higher income and better living conditions for our people. With a developing road network and a state-of-the-art communications infrastructure, Afghanistan is better placed to serve as an economic land-bridge in our region.

These achievements would not have been possible without the unwavering support of the international community and the strong determination of the Afghan people. I hasten to point out that our achievements must not distract us from the enormity of the tasks that are still ahead. The threat of terrorism and the menace of narcotics are still affecting Afghanistan and the broader region and hampering our development. Our progress is still undermined by the betrayal of public trust by some functionaries of the state and uncoordinated and inefficient aid delivery mechanisms. Strengthening national and sub-national governance and rebuilding our judiciary are also among our most difficult tasks.

To meet these challenges, I am pleased to present Afghanistan's National Development Strategy (ANDS). This strategy has been completed after two years of hard work and extensive consultations around the country. As an Afghan-owned blueprint for the development of Afghanistan in all spheres of human endeavor, the ANDS will serve as our nation's Poverty Reduction Strategy Paper. I am confident that the ANDS will help us in achieving the Afghanistan Compact benchmarks and Millennium Development Goals. I also consider this document as our roadmap for the long-desired objective of Afghanization, as we transition towards less reliance on aid and an increase in self-sustaining economic growth.

I thank the international community for their invaluable support. With this Afghan-owned strategy, I ask all of our partners to fully support our national development efforts. I am strongly encouraged to see the participation of the Afghan people and appreciate the efforts of all those in the international community and Afghan society who have contributed to the development of this strategy. Finally, I thank the members of the Oversight Committee and the ANDS Secretariat for the preparation of this document.

Hamid Karzai
President of the Islamic Republic of Afghanistan

Message from the Oversight Committee

For the preparation of the Afghanistan National Development Strategy



In the name of Allah, the most Merciful, the most Compassionate

We are pleased to present the Afghanistan National Development Strategy, which reflects the commitment of the Islamic Republic of Afghanistan to poverty reduction and private sector-led economic growth for a prosperous and stable Afghanistan. The ANDS Oversight Committee (OSC) was mandated by the Government to produce a Millennium Development Goals-based national strategy that is Afghan-owned and meets the requirements for a Poverty Reduction Strategy Paper. The OSC met on a regular basis to design, discuss and oversee the development of the strategy, including the identification of the needs and grievances of the people, and the prioritization of resource allocations and actions. To embrace ‘Afghanization’ and ownership, the OSC facilitated inclusive and extensive consultations both at national and sub-national levels.

Sustained fiscal support and continuous evaluation and monitoring are essential now to meet the challenges ahead related to ANDS implementation. The democratic aspirations of the Afghan people are high, yet financial resources remain limited. While much has been accomplished since 2001, more remains to be done as we move from “Compact to Impact”. The Afghan Government with support from the international community must act decisively, strategically, and with an absolute commitment to the ANDS goals and vision.

We look forward to working with our government colleagues, civil society representatives, tribal elders and religious scholars, the private sector, the international community and, most importantly, fellow Afghans to implement the ANDS, to help realize the Afghanistan Compact benchmarks and Millennium Development Goals.

Prof. Ishaq Nadiri
Senior Economic Advisor to the President
Chair, ANDS and JCMB

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Haneef Atmar
Minister of Education

Acknowledgments

For the preparation of the Afghanistan National Development Strategy



In the name of Allah, the most Merciful, the most Compassionate

The Afghanistan National Development Strategy (ANDS) could not have been developed without the generous contribution of many individuals and organizations. The ANDS was finalized under the guidance of the Oversight Committee, appointed by HE President Hamid Karzai and chaired by H.E. Professor Ishaq Nadiri, Senior Economic Advisor to the President and Chair of the ANDS Oversight Committee. The committee included: H.E. Rangeen Dadfar Spanta, Minister of Foreign Affairs; H.E. Anwar-ul-Haq Ahady, Minister of Finance; H.E. Jalil Shams, Minister of Economy; H.E. Sarwar Danish, Minister of Justice; H.E. Haneef Atmar, Minister of Education; H.E. Amin Farhang, Minister of Commerce; and H.E. Zalmi Rassoul, National Security Advisor.

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All Ministers, deputy ministers and their focal points, religious leaders, tribal elders, civil society leaders, all Ambassadors and representatives of the international community in Afghanistan; and all Afghan citizens. National and international agencies participated actively in the ANDS consultations. Their contributions, comments and suggestions strengthened the sectoral strategies, ensuring their practical implementation. Thanks are also due to the Ministry of Rural Rehabilitation for their significant contributions to the subnational consultations. Special thanks are further due to the Presidents Advisors, Daud Saba and Noorullah Delawari for their contributions, as well as Mahmoud Saikal for his inputs. We are also indebted to the Provincial Governors and their staff for their contributions, support and hospitality to the ANDS preparations.

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Finally, I would like to thank all who contributed towards this endeavor in preparation of the first Afghanistan National Development Strategy, a milestone in our country's history and a national commitment towards economic growth and poverty reduction in Afghanistan.

Adib Farhadi,
Director, Afghanistan National Development Strategy, and
Joint Coordination and Monitoring Board Secretariat

See complete list of contributors in next page

The Capacity Building Strategy was developed as a result of the commitment and efforts of members of key Afghan ministries, donors, civil society and the private sector.

The invaluable contribution of H.E. Dr. M. Jalil Shams, Minister of Economy has been invaluable in the development of this sector strategy.

Finally, we would like to thank everyone who assisted the ANDS Secretariat in working to develop the Capacity Building Strategy. We look forward to the firm commitment of all our stakeholders throughout the implementation of this strategy.

Certainly, contributions to the Capacity Building sector will remain key to the success of this strategy in particular, and of the ANDS in general.

The Gender Equity as Cross-Cutting Sector Strategy was developed as a result of the commitment and efforts of members of key Afghan ministries, UN agencies, donors, NGOs, civil society and the private sector.

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Table of Contents

National Capacity Building Strategy	1
Executive Summary	1
Chapter 1: Capacity Development Strategy	13
Chapter 2: Implementation Framework	21
Appendix I: Presidential Decree	29
Appendix II: Monitoring And Evaluation	35
 Gender Equity Strategy	 53
Introduction	61
Chapter 1: Strategic Vision And Goals	73
Chapter 2: Core Priorities And Strategies	77
Chapter 3: Implementation Strategy	93
Chapter 4: Monitoring And Evaluation	99
Chapter 5: Risk Analysis	103
Appendix I: National Action Plan	109
Appendix II: Monitoring Matrix	113
Appendix III: List Of Mowa Projects - 1387	120
Annex IV: Provincial Priority Projects	122
Annex V: Priority Program/Projects On Sector Basis	125
 Counter Narcotics Strategy	 137
Executive Summary	141
Chapter 1: Context: Explanation Of The Current State	145
Chapter 2: Overall Strategy For Counter Narcotics	153
Chapter 3: Counter Narcotics Sub-Sector Strategies	157
Chapter 4: Mainstreaming Counter Narcotics	165
Chapter 5: Appendix I Mainstreaming Policy	173
Annex I: National Action Plan (Counter Narcotics)	181
Annex II: Provincial Development Priority Project List	183
 Regional Cooperation Strategy	 185
Executive Summary	189
Chapter 1: Regional Cooperation Sub-Sector Strategies	215
Chapter 2: Mainstreaming Of Regional Cooperation	221
Chapter 3: Monitoring And Evaluation	225
 Anti Corruption Strategy	 251
Executive Summary	255
Chapter 1: The Afghanistan Compact Benchmarks	259
Chapter 2: Context: The Current State Of Corruption	267
Chapter 3: A Strategic Framework For Anti Corruption	273

Chapter 4: National Anti Corruption Strategy -----	285
Chapter 5: Rationalization Of The Institutional Framework For The Development And Implementation Of The National Anti Corruption Strategy-----	313
Chapter 6: Implementation Monitoring And Evaluation Framework-----	327
 Environment Strategy -----	 343
Executive Summary-----	345
Introduction-----	347
Chapter 1: Situational Context -----	351
Chapter 2: Mainstreaming Environment: Approaches And Priorities -----	363
Chapter 3: Thematic Strategies-----	369
Chapter 4: Implementation And Monitoring -----	377

Acronyms and Abbreviations

AAPP	Association of Asian Parliaments for Peace
ABACO	Anti Bribery and Anti Corruption Office (Ministry of Interior)
AC	Afghanistan Compact
ACBAR	Agency Coordinating Body for Afghan Relief
ACC	Afghan Conservation Corps
ADB	Asian Development Bank
AEF	Afghan Eradication Force
AGE-CCS	ANDS Gender Equity Cross Cutting Strategy
AGO	Attorney General's Office
AIHRC	Afghanistan Independent Human Rights Commission
AISA	Afghanistan Investment Support Agency
AL	Alternative Livelihood
AMDG	Afghanistan Millennium Development Goals
ANA	Afghanistan National Army
ANCB	Afghan NGOs Coordination Bureau
ANDS	Afghanistan National Development Strategy
ARTF	Afghanistan Reconstruction Trust Fund
ASEAN	Association of South East Asian Nations
ASNf	Afghan Special Narcotics Force
ASYCUDA	Automated System for Custom Data
AWN	Afghanistan Women's Network
BHC	Basic Health Center
BMC	Border Management Commission
BMI	Border Management Initiative
BMTF	Border Management Task Force
BPFA	Beijing Platform for Action
CAO	Control and Audit Office
CAREC	Central Asian Regional Economic Cooperation
CARICC	Central Asian Regional Information Coordination Center
CCCG	Cross Cutting Consultative Group
CD	Capacity Development
CDCs	Community Development Councils
CDWG	Capacity Development Working Group
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEVAW	Commission on the Elimination of Violence Against Women
CG	Consultative Group
CHC	Comprehensive Health Center
CIA	Chartered Institute of Accounting
CIP&S	Chartered Institute of Purchasing and Supply
CIPE	Center for International Private Enterprises
CIS	Commonwealth of Independent States
CITES	Convention on International Trade in Endangered Species
CJTF	Criminal Justice Task Force
CMS	Convention on Migratory Species
CN	Counter Narcotics

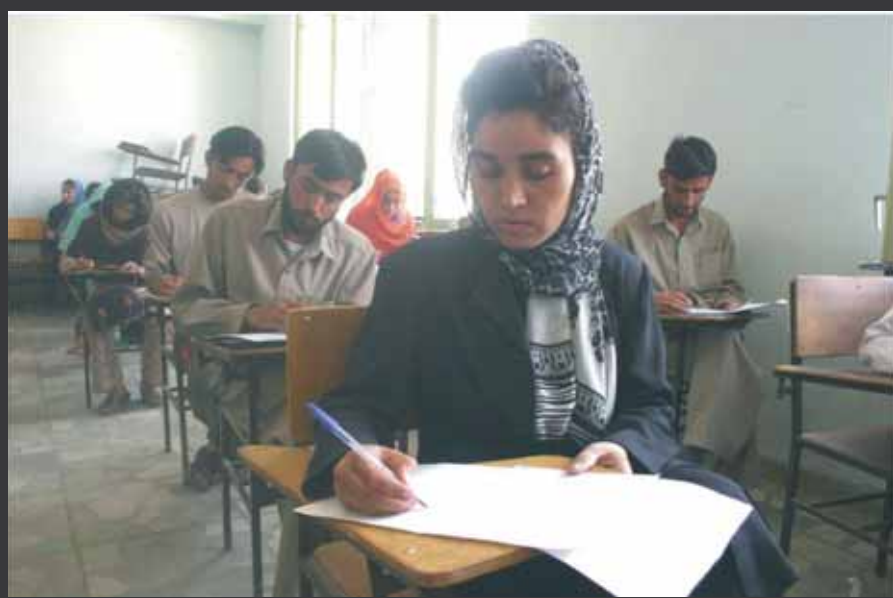
CNPA	Counter Narcotics Police of Afghanistan
CNTF	Counter Narcotics Trust Fund
CPEC	Central Eradication Planning Cell
CSATTF	Central and South Asia Transport and Trade Forum
CSC	Civil Service Commission
CSO	Central Statistics Office
CSTI	Civil Service Training Institute
DFID	UK Department of International Development
DOWA	Department of Women's Affairs
EC	European Commission
ECO	Economic Cooperation Organization
ECOTA	Economic Cooperation Organization Trade Agreement
ECT	Energy Charter Treaty
EIA	Environmental Impact Assessment
EPAA	Export Promotion Agency of Afghanistan
FMIS	Financial Management Information System
GCMU	Grants and Contract Management Unit
GDI	Gender Development Index
GDP	Gross Domestic Product
GEF	Global Environmental Facility
GIAAC	General and Independent Administration Against Corruption and Bribery
GoA	Government of Afghanistan
GSI	Gender Studies Institute
HDI	Human Development Index
HIV	Human immunodeficiency virus
HR	Human Resources
IAGs	Illegal Armed Groups
I-ANDS	Interim Afghanistan National Development Strategy
IARCSC	Independent Administrative Reform and Civil Service Commission
ICCD	Inter-ministerial Commission for Capacity Development
ICD	Inland Customs Depots
ICT	Information and Communication Technology
IDLG	The Independent Directorate for Local Governance
IDP	Internally Displaced Persons
IEC	Independent Electoral Commissions
IIC	Inter-Institutional Committee
IMC	Inter-Ministerial Commission
IPC	Integrated Pollution Control
ISAF	International Security Assistance Force
IWA	Integrity Watch Afghanistan
IWGGs	Inter-ministerial Working Group on Gender and Statistics
JCMB	Joint Monitoring and Coordination Board
JSC	Joint Steering Committee
M&E	Monitoring and Evaluation
M&E	Monitoring and Evaluation

MAS	MOWA ANDS Secretariat
MCN	Ministry of Counter Narcotics
MDG	Millennium Development Goals
MDGs	Millennium Development Goals
MEAs	Multilateral Environmental Agreements
MIS	Management Information System
MIWRE	Ministry of Irrigation Water Resources and Environment
MMR	Maternal Mortality Ratio
MoCI	Ministry of Commerce and Industry
MOD	Ministry of Defense
MoE	Ministry of Education
MOE	Ministry of Education
MOEP	Ministry of Economy and Planning
MOF	Ministry of Finance
MoHE	Ministry of High Education
MOI	Ministry of Interior
MoLSA	Ministry of Labor and Social Affairs
MoLSAMD	Ministry of Labor, Social Affairs, Martyrs and Disabled
MOU	Memorandum of Understanding
MOWA	Ministry of Women's Affairs
MTFF	Medium Term Financial Framework
NaPSO	National Program Support Office
NAPWA	National Action Plan for the Women of Afghanistan
NCBP	National Capacity Building Program
NDCS	National Drug Control Strategy
NEPA	National Environmental Protection Agency
NGO	Non Governmental Organization
NGOs	Non Government Organizations
NIU	National Interdiction UNIT
NRVA	National Risk and Vulnerability Assessment
NSDP	National Skills Development Programme
NSP	National Solidarity Programme
NVETA	National Vocational Education and Training Authority (Proposed)
OAA	Office of Administrative Affairs
ODS	Ozone Depleting Substances
OSC	Oversight Committee
OSCE	Organization for Security and Cooperation in Europe
P&G	Pay and grading
PA	Protected Area
PAG	Policy Action Group
PAHs	Poly Aromatic Hydrocarbons
PAR	Public Administration Reform
PBCP	Priority Border Crossing Points
PFM	Public Financial Management
PIO	Project Implementation Office

POPs	Persistent Organic Pollutants
PPA	Power Purchase Agreement
PPP	Purchasing Power Parity
PRDP	Pro-active Regional Diplomacy Program
PRR	Priority Reform and Restructuring
PRSP	Poverty Reduction Strategy Paper
PWG	Provincial Working Group
RECC	Regional Economic Cooperation Conference
RIMU	Reform Implementation Management Units
RPDTA	Regional Project Development Technical assistance
S& T	Science and technology
SAARC	South Asian Association for Regional Cooperation
SAFTA	South Asia Free Trade Area
SC	The Supreme Court
SCO	Shanghai Cooperation Organization
SEAP	Senior Economic Advisor to the President
SNC	Sub National Consultation
SOE	State Owned Enterprise
SPECA	Special Program for the Economies of Central Asia
TAG	Technical Advisory Group
TIR	International Road Transit
TOR	Terms of Reference
TWG	Technical Working Group
UN	United Nations
UNCAC	United Nations Convention Against Corruption
UNCBD	United Nations Convention on Biological Diversity
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
USAID	United States Agency for International Development
USDA	United States Department of Agriculture
VAW	Violence Against Women
VCA	Vulnerability to Corruption Assessment
WB	World Bank
WCS	Wildlife Conservation Society
WG	Working Group
WTO	World Trade Organization

National Capacity Building Strategy


1387 - 1391 (2007/08 - 2012/13)



Cross-Cutting Issues

National Capacity Development Strategy

Approved by
Sector Responsible Authorities

<i>Ministry/Agency</i>	<i>Name of Minister/Director</i>	<i>Signature</i>
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Date of Submission
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OVERVIEW

Capacity is the ability of individuals, institutions and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner. Capacity Development (CD) is thereby the process through which the abilities to do so are obtained, strengthened, adapted and maintained over time¹.

- 'Training' is a significant component of 'Capacity Development' although CD is not limited to training. Since CD is a process it will continuously change as per the need. CD will include the following, which will have their training needs:
- Human resource development, the process of equipping individuals with the understanding, skills and access to information, knowledge and training that enables them to perform effectively;
- Organizational development, the elaboration of management structures, processes and procedures, not only within organizations but also the management of relationships between the different organizations and sectors (public, private and community);
- Institutional and legal framework development, making legal and regulatory changes to enable organizations, institutions and agencies at all levels and in all sectors to enhance their capacities

In the context of this strategy, however, it is will be how well Afghanistan develops the quality of it's human capital that will be most critical element in the achievement of the Afghanistan's goals and objectives. The government, with the assistance of the international community, aims to bring about a holistic approach to human capital development, encompassing the acquisition of knowledge and skills or intellectual capital including science and technology (S&T), alongside practical skills and entrepreneurial capabilities as well as the internalization of positive and progressive attitudes, values and ethics through education, training and lifelong learning.

A lack of capacity in virtually all areas remains a major constraint to the recovery and transformation of Afghanistan. It has impact on the ability of the government to bring about peace and security, eliminate corruption, and bring about the economic development needed to reduce the dependency on narcotics, increase the participation of women in economic, social and political life and to ensure that the environment is appropriately cared for.

In the last four years estimated US\$ 1.5 billion has been devoted by the international community to direct technical assistance and capacity development, and the results please neither the Government nor the donor community.

There is some evidence that the capacity of the public sector has been increasing over time. In 2004 Ministries were only able to spend about

1 UNDP Capacity Development Website 2007 - <http://www.capacity.undp.org/>

31% of their development budget allocations. In 2005 this figure had risen to 44% and in 2006 the corresponding figure is about 49%. However this is still low by any standards and comparable least developed countries have a better rate of deployment of development budgets and as a consequence greater development and economic growth. In addition, it must be noted that high actual to planned expenditure ratios do not guarantee that the funds have been effectively utilized.

Although budget execution is not the most reliable indicator of the ability of Ministries to carry out their duties and responsibilities, it reveals some of the underlying factors that contribute to lack of development and are related directly to a lack of capacity. In 2004 and 2005 the delays in

the approval of the budget, which in itself is an indication of lack of capacity to implement the budget process, contributed to low expenditure rates, which led to delay in implementing much needed reconstruction and reform programs. Other factors, including lack of prioritization of projects, and unprepared and inadequately designed projects all indicated a lack of ability within Ministries to manage their activities and ultimately, for the government to be able to manage its own affairs. As could be expected, the underlying factors that contribute to lack of effectiveness and efficiency in the public sector have significant negative results. The following small example, showing the problem cause and some of the results, plainly demonstrate the resulting lack of achievement in improving the daily lives of the Afghan people.

Table.1. Small example, showing the problems, cause and some of the results:

Problem	Cause	Result (s)
In 2004 and 2005 the delays in the approval of the budget	Lack of capacity within Ministry of Finance and line ministries to formulate realistic budget or to understand the budget process	Budget under-spent by up 75%; Ministry plans delayed; Implementation of reconstruction and development projects delayed
Lack of development of "bankable" realistic projects and inability to implement the projects that are approved	Lack of capacity at ministry and agency level to develop and manage projects	Budgets under spent Development delayed The public unhappy about progress
Significant numbers of foreign workers used in construction programs	Lack of skilled or semi-skilled local workers	Possibly foregone opportunities to train local employees. as benefits to such training are not reflected in the returns to foreign workers. Earnings have been repatriated back to foreign workers home country and have not therefore contributed to the economic welfare of the country
Young people unable to access appropriate education or training	Lack of provision, sector undeveloped	Many young people without jobs

These are very small, but very important examples of how the lack of capacity impacts far and wide on the reconstruction and development of Afghanistan.

There have been significant resources applied to develop capacity, particularly in the public sector, but the outcomes have not been satisfactory and have not achieved the aims and objectives. The

Government and the international community recognize that many programs and initiatives aimed at developing capacity have fallen short of expectations. Among the reasons for this have been:

- The starting point of many programs assumes a level of understanding and application of

acquired skills, knowledge and education which is not available;

- The objectives of programs have been determined exogenously without reference to the skills and ability of the institutions who have the responsibility to implement the programs;
- Programs have not had clear and measurable goals and objectives;
- Capacity development has been piecemeal, and therefore had little impact;
- Programs have not been directed at the appropriate people or institutions;
- Priorities have not been established resulting in agencies attempting to meet a range of objectives simultaneously, which are outside their capacity;
- There has been no follow up to measure the outcome/impacts; and
- Training and staff development has not been able to strike a balance between the need for technical expertise and the need for effective administration and organization within agencies.

The Government's *National Capacity Development Policy*, which will incorporate a number of principles to address the shortcomings highlighted above, will be developed by the end of 2007. Ministries, government agencies and the international community will be expected to adhere to these principles in the development and implementation of capacity development projects and programs. The private sector will also be expected to follow these principles when participating in government or donor-funded programs. Private sector firms will be provided with support in order to expand capacity¹. (Annex

¹ In order to assist companies to increase the skill level of their workforce, registered tax paying firms could be given "Training Vouchers" redeemable at accredited training centres

4 has some examples of programs that could be offered to the private sector, however an increase in vocational education and training could have a significant impact on the growth of construction, agricultural, mining, forestry and many other sectors.

In future, all capacity development projects and programs will as a minimum, meet the criteria enshrined in the *National Capacity Development Policy* and articulated in the *Capacity Development Sector Strategy*. The government expects to review its strategy and approach to capacity development at least once a year in order to ensure that approaches are relevant for the current stages of development across the nation

Implementation of these principles will go a long way to improving the impact of capacity development programs, and to ensure they are adhered to the government has taken the lead role in coordinating, monitoring and evaluating capacity development programs, with these principles as their guidelines. It has established an Inter-ministerial Commission for Capacity Development (ICCD)², the implementation responsibility for the strategy outlined above is with the Ministry of Economy.

INTRODUCTION

It should not be thought that there has been no progress on the capacity development front, but equally it is clear progress has been disappointing. Unless such efforts are made more effective so that a substantial increase in domestic capacity in both the public and private sectors is achieved, the progress that has been made will not be sustainable. The table in Annex 3 shows examples in key sectors of capacity need and capacity provision. In many cases there are serious omissions which are likely to result in non achievement of goals and objectives. It is for this purpose that the government has taken the proactive role in the coordination, monitoring and evaluation of capacity development programs.

² Presidential decree for ICCD can be found in Annex 1

As a starting point, the government agrees to adopt the following principles:

- The capacity development projects and programs must be demand driven;
- The intended program should be developed from an organizational capacity needs assessment;
- The project must have clearly defined program goals and measurable outcomes/ impact/ performance measures, contributing to well defined needs of organization and the national priorities;
- The project must demonstrate that the expected benefits exceed the costs of implementation;
- The resources required for the project must be available;
- The project must set explicit selection criteria to ensure that the most appropriate institution or people are selected;
- The project must incorporate regular monitoring and evaluation assessments;
- All technical assistance projects should have clear capacity development goals and include plans for appropriate hand over of responsibilities and processes and ensure that Afghan counterparts are able to maintain the system following the departure of the foreign expert.

The government will put in place the appropriate mechanisms to ensure all ministries and government agencies abide by them. In order to be effective however, the government requires the commitment of the International Community to abide by these principles also and in future will not approve projects that do not meet these minimum standards. This commitment forms an essential element of the *National Capacity Development*

Policy, which in conjunction with other areas of government will be part of a more coordinated approach to effectively manage aid flows, cutting down on duplication and ensuring that capacity development needs are met.

Capacity development is not confined to addressing existing weaknesses or constraints; it requires a long term approach to development. These efforts will be most effective if coordinated under a national framework, with principles and guidelines for good practice, avoiding duplication and realizing the economies of co-coordinating initiatives with common goals and objectives. Training will be a key component in any strategy to increase domestic capacity however knowledge transfer through more effective utilization of technical assistance will also play a significant role. The Government's key objective is to bring about significant change through the development of the national human capital. To ensure a more coordinated and effective approach to capacity development the government has empowered ICCD through a presidential decree to take the lead role and to provide strong oversight and leadership to ensure greater impact and outcomes in this vital area. The core membership of ICCD reflects the key institutions engaged in major capacity development implementation and includes the Education Ministries, the Ministry of Labor and Social Affairs and the Civil Service Commission, together with other key ministries and government agencies.

In the wake of new beginning for the country it has become increasingly evident that technical and financial support will remain unutilized unless adequate systemic capacities are built. Years of strife and outmoded methods of governance and management, without accountability and transparency had weakened the systemic capabilities of the public sector and discouraged private sector growth. There is indication that the capacity of the public sector has been increasing over time. In 2004 Ministries were only able to spend about 31% of their development budget

allocations. In 2005 this figure had risen to 44% and in 2006 the corresponding figure was about 49%; in real terms this represents an average growth rate of around 60 percent as budget allocations are increasing quite fast. This trend is encouraging but it is feared that this may be reaching a saturation point requiring a greater thrust not possible without concerted efforts towards capacity development. The state of budget utilizations has clearly indicated that capacity development would have to be a prerequisite for poverty reduction strategy as well overall nation building. In the I-ANDS it was expected that each sector will strategies capacity development of its administrative instruments. However, there is a need to have a more direct attempt in capacity development and therefore the ANDS processes have included capacity development among the crosscutting themes. Capacity development recognizes a comprehensive development model of public sector, growth of private sector and participation of the Society. However, the ANDS commits itself primarily to capacity development of the public sector institutions and by extension there would be support to growth of the private sector especially through Ministry of Economy, however other ministries like Education, Higher Education and Labour will have to have relevant contribution that will have a critical role in processes for capacity development.

In the public sector a lack of capacity has meant that despite resources being provided in the budget, Ministries cannot achieve the objectives they have been set because of their lack of administrative and technical skills. This results in a spending of resources that do not achieve the desired outcome, or, alternatively, simply an inability to spend allocated resources.

The need to improve public services and see significant economic growth is critical, the solution will not come overnight and the Government accepts that in some cases it will have to “bring in” capacity to provide essential services and

skills. There is, for example, a widespread lack of financial skills and very few qualified accountants and financial administration. In healthcare provision, there is a need to provide doctors who are trained in modern medical skills. In order to meet urgent infrastructure requirements there is a need to muster engineers and other skilled personnel. The immediate solution is to import needed skills, but it is essential that alongside this technical assistance is a structured approach to providing resources and training designed to create long term sustainable domestic capacity in these and other areas.

ANDS will focus on the public sector for capacity development but it is necessary to mention that the growth of private sector is extremely important towards poverty reduction and overall development. In the private sector there are a number of capacity related issues, management and leadership skills are not readily available, marketing and business development, financial skills, auditing, and general accounting, design and use of modern technology and production processes all contribute to a lack of sustainable growth in the private sector. Some companies will try to overcome this paucity of skills by limiting their development or by only providing training to extended family members who they feel will stay with the company.³ If the economy is to grow at the rate needed to achieve the goals of poverty reduction then expansion of domestic companies and private investment needs to dramatically improve. Availability of key business skills will contribute to this growth.

There is a need for building institutional mechanism to ensure comprehensive capacity development. The institution development for capacity development will ensure that effective coordination, monitoring and evaluation takes place to bring demand/need and supply into equilibrium. The premise here is that while

³ It is a common complaint of businesses around the world that once they have trained people they leave and the company is still without the skills needed to their development.

capacity development is normal responsibility of each sector, that is demand will be sectoral and bottom-up there is a need for an overarching coordination mechanism that will ensure fund disbursement and accountability based on national priorities. This will also provide opportunities to assess sector and sub-sector requirements within the available resources.

CONTEXT

The need to improve public services and see significant economic growth is critical, the solution will not come overnight and the Government accepts that in some cases it will have to “bring in” capacity to provide essential services and skills. There is, for example, a widespread lack of financial skills and very few qualified accountants and financial administration. In healthcare provision, there is a need to provide doctors who are trained in modern medical skills. In order to meet urgent infrastructure requirements there is a need to import engineers and other skilled personnel. The immediate solution is to import needed skills, but it is essential that alongside this technical assistance is a structured approach to providing resources and training designed to create long term sustainable domestic capacity in these areas and other areas.

In the private sector there are a number of capacity related problems, management and leadership skills are not readily available, marketing and business development, financial skills, auditing, and general accounting, design and use of modern technology and production processes all contribute to a lack of sustainable growth in the private sector. Some companies will try to overcome this paucity of skills by limiting their development or by only providing training to extended family members who they feel will stay with the company. If the economy is to grow at the rate needed to achieve the goals of poverty reduction then expansion of domestic companies and private investment needs to dramatically improve. Availability of key business skills will contribute to this growth.

Critical to the achievement of many of the goals and the achievement and sustainability of medium term development measures is the need to significantly increase in domestic capacity, both in the public and private sector. The following table, extracted from the 1386 budget documents published by the Ministry of Finance shows the importance of a functioning public

Table 2. Medium term policy measures for 1386-88

Sector	Medium Term Measure
Security	Increase uniformed <i>Tashkeel</i> over the medium-term to meet the security needs of the country and to strengthen Afghan capacity. Security sector is increasingly funded by the Government resources and through national budgets.
Good Governance and Rule of Law	Further strengthening of democratic, legal and judicial institutions by legislation, training and capacity development measures. Implementation of administrative reforms including PRR, P&G, and skills development.
Infrastructure and Natural Resources	National road infrastructure including the ring road and link roads to neighboring countries. Upgrading of all major airports including at Kabul, Herat, and Mazar-i-Sharif. Improve power generation and supply electricity to urban and rural areas. Improve irrigation and drinking water supply larger and smaller irrigation dams. Explore mining sector as a priority sector.
Education	Increase school enrollment of both boys and girls and enhance quality of education. Hire 10,000 additional teachers each year to keep up with the enrollment. Construction of university campuses and recruitment of qualified professors for higher education.
Health	Provide basic package of health services and essential package of hospital services in both urban and rural areas. Full immunization coverage in all provinces. Reduce infant and maternal mortality rates. Improve prevention and treatment for infectious diseases.
Agriculture and Rural Development	Major measures include improve horticulture, livestock, and food security. Expand marketing infrastructure, extension and rural finance. Develop agribusiness and rural infrastructure and community participation.
Social Protection	Develop effective system of disaster preparedness, support and employment opportunities for vulnerable women, and disabled, demobilized soldiers. Provide assistance for rehabilitation and integration of refugees and returnees
Economic Governance and Private Sector Development	Improve domestic revenues by measures such as tax simplification, customs reform, and road tolls. Improve public finance management by integration of operating budget and development budget, further integration of medium-term fiscal and expenditure framework and budget formulation. Private sector development through measures such as regulatory framework for better investment climate, privatization of state-owned enterprises, improved financial services, export promotion. Maintain budgetary deficits not exceeding 3 percent of GDP.

sector to the achievement and sustainability of the medium term policy measures.

There is not one medium term measure that does not need a cohesive coordinated approach to capacity development and the government is committed to ensuring that in future, through ICCD this coordination, monitoring and evaluation will take place to bring demand/need and supply into equilibrium, and not repeat the mistakes of the past. To be able to do so there will be first foremost need to develop the capacity of ICCD.

In the public sector a lack of capacity has meant that despite resources being provided in the budget, Ministries cannot achieve the objectives they have been set because of their lack of administrative and technical skills. This results in spending of resources that do not achieve the desired outcome, or, alternatively, simply an inability to spend allocated resources.

Although not perfect, development budget execution can be seen as one measure of capacity in the public sector,¹ the extent to which Ministries

¹ Operation budgets are generally widely spent across all ministries, but as these relate in the main to salaries in overstaffed organizations this is not much of a measure.

are able to spend their development budget allocations is indicative of a lack of capacity in a number of areas:

- Budget formulation – budgets are late widely inaccurate and unrealistic;
- Development of implement able projects and programs – projects turn into wish lists
- Management and leadership skills – no one in the ministry is able to lead the project development and budget formulation process
- Monitoring and evaluation – no one monitors the performance of the budget, projects and programs, so they cannot be more effective in

developing them for the following years The table in a later section shows the performance of all Ministries in their execution of the development budget², the overall average according to the Ministry of Finance, whose own performance (31.8%) is significantly below the overall average, is a little over 49%. The following table is an

analysis by sector. Given that a prime goal for the government is private sector development it is interesting to note that this sector has the lowest percentage of budget execution.

The following table shows by Ministry the percentage of budget implemented by each Ministry or government department:

2 Please note all information used in the preparation of budget performance have been supplied by the Ministry of Finance and are a matter of public record

Table 3. Development Budget of 1385:

Development Budget 1385					
Program and Ministry	Approved Budget	Revised Budget	Issued Allotment YTD	Total Expenditure	Spending Percentage
1.1 Security					
15. Presidential Protective Service					
22. Ministry of Defense	58,000,000	58,000,000	31,988,514	31,884,994	55.5%
23. Ministry of Foreign Affairs	745,000,000	745,000,000	578,644,387	575,433,592	77.2%
26. Ministry of Fore	1,905,500,000	1,905,500,000	1,341,777,958	767,347,204	40.3%
64. General Directorate of National Security	34,000,000	34,000,000	33,646,568	33,369,188	98.1%
Security Total	2,742,500,000	2,742,500,000	1,986,057,428	1,408,034,978	51.3%
21. Governance and Rule of Law,					
10 Presidents Office	320,000,000	320,000,000	77,874,347	35,173,787	11.0%
110					
11 National Assembly					
12 Administrative Affairs	300,000,000	300,000,000	68,761,111	65,649,544	21.9%
13 Father of Nation					
14 Supreme Court	47,000,000	47,000,000	6,866,342	6,846,473	14.6%
21 Ministry of State and Parliament Affairs					
24 Ministry of Haj and religious Affairs	127,500,000	127,500,000	12,055,357	10,242,980	8.0%
				62,542,682	97.7%
51 Attorney General	144,000,000	144,000,000	63,330,131	63,129,291	43.8%
62 IARCSC	1,110,500,000	1,110,500,000	617,960,771	474,048,580	42.7%
66 Audit Office	98,500,000	98,500,000	67,600,809	62,820,711	63.8%
69 Anti-Corruption commission					
72 Election Commission					
73 Central Statistics Office					
Governance and Rule of Law Total	2,211,500,000	2,211,500,000	978,440,062	780,454,049	35.3%
Natural Resources					

Development Budget 1385					
32 Ministry of Mines and Industries	906,500,000	906,500,000	387,194,278	293,121,253	32.3%
34 Ministry of Communication	2,789,000,000	2,789,000,000	2,295,105,152	1,637,914,654	58.7%
41 Ministry of Energy and Water	8,618,000,000	8,618,000,000	5,839,868,697	3,279,891,003	38.1%
42 Ministry of Public Works	9,739,500,000	9,739,500,000	7,686,814,697	4,931,912,632	50.6%
45 Ministry of Transport and Aviation	2,387,000,000	2,387,000,000	1,433,368,722	1,091,590,980	45.7%
49 Ministry of Urban Development	1,662,000,000	1,662,000,000	889,715,497	664,170,198	40.0%
60 Directorate of Environment					
65 Geodesy and Cartography Office	81,500,000	81,500,000	30,121,056	30,054,623	36.9%
75 Kabul Municipality	1,830,000,000	2,052,473,882	1,847,665,340	1,388,390,780	67.6%
Resource Total	28,013,500,000	28,235,973,882	20,409,853,309	13,317,046,124	47.2%
32 Education					
27 Ministry of Education	3,059,000,000	2,660,000,000	1,316,607,044	903,929,091	34.0%
28 Ministry of Higher Education	964,500,000	964,500,000	784,912,951	694,702,120	72.0%
36 Ministry of Information and Culture	250,500,000	250,500,000	80,817,530	51,784,270	20.7%
61 Science Academy	51,500,000	51,500,000	4,601,487	4,398,476	8.5%
63 National Olympic Committee	200,000,000,00	200,000,000,00			0.0%
Education Total	4,525,500,000	4,126,500,000	2,186,939,012	1,654,813,957	40.1%
33 Health					
37 Ministry of Public Health	3,580,000,000	3,580,000,000	2,544,991,527	2,060,820,547	57.6%
Health Total	3,580,000,000	3,580,000,000	2,544,991,527	2,060,820,547	57.6%
39 Ministry of Agriculture	1,915,000,000	1,915,000,000	916,650,707	662,324,823	34.6%
43 Ministry of Rural Development	17,274,500,000	17,274,500,000	12,934,506,446	11,409,755,549	66.0%
52 Ministry of Counter Narcotics	0	800,500,000	500,000		0.0%
Development Total	19,189,500,000	19,990,000,000	13,851,657,153	12,072,080,373	60.4%

Development Budget 1385					
35 Social Protection					
46 Ministry of Frontiers and Tribal Affairs	169,500,000	169,500,000	125,288,252	123,274,244	72.7%
71 Repatriates					
38 Ministry of Women Affairs	80,500,000	80,500,000	25,874,169	21,335,383	26.5%
29 Ministry of Refugees Return	137,000,000	137,000,000	30,895,176	30,788,789	22.5%
47 Ministry of Labor and Social Affairs	626,000,000	626,000,000	199,600,960	176,462,160	28.2%
68 Disaster Management Org	2,000,000	2,000,000	2,000,000	2,000,000	0.0%
76 Independent Director Koochis	3,000,000	2,500,000	995,500		0.0%
Social Protection Total	1,018,000,000	1,017,500,000	384,654,057	353,860,577	34.8%
Private Sector Development					
20 Ministry of Finance	3,193,500,000	3,193,500,000	1,100,931,730	1,015,782,877	31.8%
25 Ministry of Commerce	505,000,000	505,000,000			0.0%
35 Ministry of Economy	262,500,000	262,500,000	128,815,163	106,181,026	40.4%
Afghanistan Investment Support		25,003,278	18,885,078	11,375,041	45.5%
1	3,961,000,000	3,961,000,000	1,248,631,971	1,133,338,943	28.6%
	65,241,500,000	65,864,973,882	43,591,224,519	32,780,449,547	49.8%

If budget execution is a measure of performance then the table is a good indicator of why reconstruction and development are not moving at a pace that suits either the Government or the donor community, capacity is still low in many areas of government and until a more structured approach is implemented, will remain low

CHAPTER 1

CAPACITY DEVELOPMENT STRATEGY

OVERVIEW

The Afghanistan Compact requires the government, together with the donor community to “build lasting Afghan capacity and effective state and civil society institutions, with particular emphasis on development up human capacities of men and women alike”.

The Afghan Compact’s vision for the economic ANDS social growth is:

“The Afghan Government with the support of the international community will pursue high rates of sustainable economic growth with the aim of reducing hunger, poverty and unemployment. It will promote the role and potential of the private sector, alongside those of the public and non-profit sectors; curb the narcotics industry; ensure macroeconomic stability; restore and promote the development of the country’s human, social and physical capital, thereby establishing a sound basis for a new generation of leaders and professionals; strengthen civil society; and complete the reintegration of returnees, internally displaced persons and ex-combatants.

Public investments will be structured around the six sectors of the pillars relating to economic and social development of the Afghanistan National Development Strategy:

1. Infrastructure and natural resources;
2. Education;
3. Health;
4. Agriculture and rural development;
5. Social protection; and
6. Economic governance and private sector development.

In each of these areas, the objective will be to achieve measurable results towards the goal of equitable economic growth that reduces poverty, expands employment and enterprise creation, enhances opportunities in the region and improves the well-being of all Afghans. Without more effective capacity development none of these and other major objectives of the government and international community will be achieved.

As is obvious here capacity development is guided by the principles and benchmarks of Afghanistan Compact, however, for ensuring capacity development there will be all sector efforts, the capacity development impacts will be derived from specific sectors.

STRATEGIC VISION

Vision statement

To develop capacity at all levels with a coordinated approach to effectively manage funds and aid flows, cutting down on duplication

and ensuring that capacity development needs are met in time and in an incremental but sustainable manner.

A significant element of the aid that is being made available has been earmarked for capacity development.¹ The *Capacity Development Strategy* and the *National Capacity Development Policy* in conjunction with other areas of government will form part of a more coordinated approach to effectively manage aid flows, cutting down on duplication and ensuring that capacity development needs are met. The government through ICCD will take a greater role in directing capacity development to where it is most needed and to evaluating the impact of capacity development and technical assistance programs. In addition ICCD will serve as a single reporting point for both government and donors. This will ensure that data and information flows are effectively shared across government.

The Government's *National Capacity Development Policy* and *sector strategy* will enshrine a number of principles to address the shortcomings highlighted earlier. It is expected that the Government and the international community will adhere to these principles in projects and programs. The private sector will also be expected to follow these principles when participating in government or donor-funded programs. Private sector firms will be provided with support in order to expand capacity. All capacity development projects and programs will meet the following criteria:

- The project will be demand driven. There must be evidence that the target institution or government department or agency has requested such assistance, and that such assistance will have measurable impact.
- There must be clear evidence that shows

¹ See Appendix 1 & 2 extracts from 1386 draft development and external budget.

the intended program has been developed as a result of an organizational capacity needs assessment and the performance measures will address some or all of the key needs identified in the capacity assessment.

- The project must have clearly defined program goals and measurable outcomes/ impact/ performance measures, contributing to the needs of organization and the national priorities.
- The project must demonstrate that the expected benefits exceed the costs of implementation.
- The resources required for the project must be available, and in public sector projects there must be sufficient allocation of resources, specifically allocated to the project, within the budget framework to achieve the agreed objectives
- The project must set explicit selection criteria to ensure that the most appropriate institution or people are selected.
- The project must include an agreement from all parties to submit reports and allow appropriate regular monitoring and evaluation assessments to take place, and be published openly.
- All technical assistance projects should have clear capacity development goals and structured programs indicating how their knowledge will be transferred and plans for handing over activities, systems, processes and procedures to national counterparts.

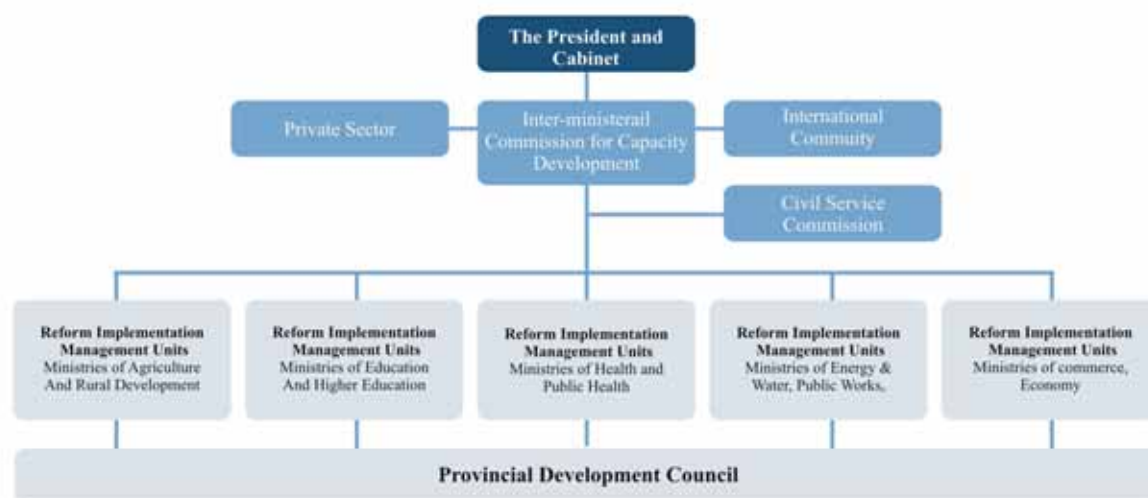
The Government agrees to adopt these principles and put in place the appropriate mechanisms to ensure all ministries and agencies abide by them.

The Government is mindful of the limited capacity to coordinate, develop, monitor and

evaluate capacity development initiatives, however it believes that capacity development is so essential that a specialist technical support must be established to support the ICCD in its work, and it will seek the assistance of the international community to establish and staff a technical secretariat, to provide the administrative and technical support to ICCD. ICCD have commenced working by conducting a survey of capacity development and technical assistance programs.

At ministerial level, under the guidance of the Independent Administrative Reforms and Civil Service Commission (IARCSC) some Reform Implementation Management Units (RIMU) have been established their role is to identify capacity development needs and coordinate programs and initiatives to meet those needs, they will also monitor and evaluate the impact of the program and report progress and problems to ICCD.

Figure 1.1 Structure of the Inter-ministerial Commission for Capacity Development



The Government would like to see RIMUs established in every ministry and eventually in every provincial and district office, and to ensure that they have appropriate short term technical assistance in capacity assessment, development planning and monitoring and evaluation skills. UNDP have developed a number of capacity development tools which will be utilized for this purpose.

For government agencies outside of the ministerial cadre, ICCD will support the development of Capacity Development Working Groups (CDWG) to coordination and monitor the development and implementation of capacity development programs.

To maximize administrative efficiencies, and avoid duplication or undue disparities in the levels of

capacity development support, the Government will create groups of Ministries and government agencies corresponding to:

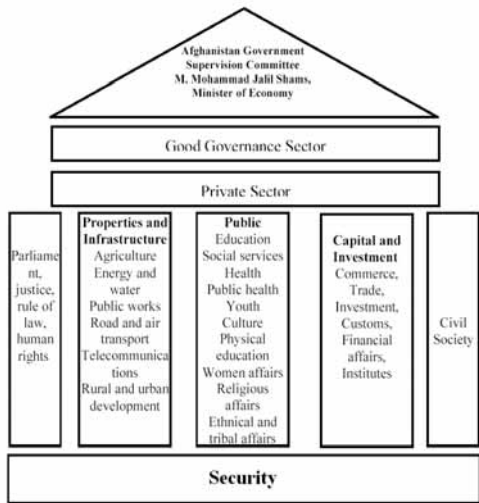
- Land and Infrastructure
- People and Labor
- Investment and Capital

These will be supported through two major cross-cutting themes – the Private and the Public Sector - and underpinned by Security. These clusters and groupings reflect the key areas of the Afghan Compact.

The governments approach could be seen as very “centre-concentric” however at this stage there is even less capacity outside of the centre of government, and one of the mistakes of the

past has been to try and do a little of everything everywhere – the result is a thin veneer of capacity development, reliant almost exclusively on foreign experts and foreign NGOs. RIMUs will promulgate capacity development throughout the provincial and district structure and in time there will be more effective government at all levels.

Figure 2.



While the Parliament and the judicial system are in some cases operating under civil service conditions, they are not the direct responsibility of the executive government and have needs that are

somewhat outside of the executive government remit.

Organizing capacity development activities in this way aims to realize economies of scale and encourage the development of centers of excellence. For example, it is anticipated that trade schools, technical colleges and universities focusing on civil, construction and agricultural engineering and skills will be encouraged. It is also expected that the private sector, working with the public sector, will stimulate the development of a range of business training facilities that would have a significant impact on both the private and public sectors.

PRIORITIES, OUTCOMES AND IMPACT REQUIRMENTS:

The following table is a brief overview of a number of national priorities and the outcomes and impacts that could result if a consistent approach is implemented with common goals and interests clearly defined targets and outcomes, focused funding, programs and projects. The President and Cabinet will identify and review national priorities on an on-going basis and ICCD will adjust the National Capacity Development Policy and Strategy to respond to the Government’s needs.

Table 1.2 National Priorities, Outcomes and Impact Requirements:

Technology	<ul style="list-style-type: none"> Technology to improve the efficiency of government and other organizations; Technology designed overcoming distance and terrain; Upgrade of technology where modern technology would more effectively fulfil the role, e-banking, e-elections; Technology (distance learning) overcoming the disparity rural and urban development and women’s education, Affordable communications.
Security	<ul style="list-style-type: none"> An affordable institutional framework for the security sector. Effective oversight by legitimate civil authorities; Accountability for both national and local security forces; Elimination of corrupt practices and nepotism

Politics and Democracy	<ul style="list-style-type: none"> ▪ Politicians working for the good of society ▪ Increased participation in the democratic process, or ▪ People making active choices on whether or not to participate in the democratic process;
Financial	<ul style="list-style-type: none"> ▪ Sound financial management; ▪ Commercial, responsive banking systems ▪ Effective dispersion of revenues; ▪ Effective budgeting, secure transactions, ▪ Compliant tax society
Effective institutions	<ul style="list-style-type: none"> ▪ Government and government agencies delivering efficient and effective public services; ▪ Public bodies willing and able to work as partners with local people
Education	<ul style="list-style-type: none"> ▪ Young people emerging from education able to take their place and contribute to the overall good of society; ▪ Education able to react to needs of economy and society
Economic Growth	<ul style="list-style-type: none"> ▪ Diverse industries, majority of business is formal, illegal business is the exception not the norm; ▪ Domestic production replacing imports; ▪ Employment increased in all sectors;
Development of Civil Society	<ul style="list-style-type: none"> ▪ Society and government working together to improve the lives of the people. ▪ Active citizens: people with the motivation, skills and confidence to speak up for their communities and say what improvements are needed. ▪ Strengthened communities: community groups with the capability and resources to bring people together to work out shared solutions. ▪ Appropriate reaction to and understanding of the rule of law; ▪ Intolerance of corrupt practices; ▪ Protection for women and children and other vulnerable groups; ▪ Freedom of the press, responsible reporting

These priorities will facilitate the functioning of ICCD but considering the sectoral nature of several of these priorities these would also be supported by specific sector strategy capacity development. ICCD will be guided by the national priorities and will in collaboration with specific sectors workout implementation interventions with specific outputs.

MAINSTREAMING APPROACHES

In the interim ANDS Capacity Development was assumed but not singled out as a strategy but as ANDS was being developed it became increasingly evident that there is a need for capacity development that will have to be focused as well as widespread. Each sector strategy will have their capacity development component but there will be a specific CD strategy as a part of crosscutting themes. The inclusion of Capacity

Development among the crosscutting themes was to ensure the commitment as well as institutional support at the highest level of the government with clearly assigned responsibility. One of the issues was fund management to ensure specific capacity development results. As mentioned earlier the governance and management are in their nascent stages and would require concerted efforts. The CDS relies on ICCD for capacity development at the inter-ministerial levels. The CDS will also work with a number of institutions that have been set up for the purpose of bringing out necessary reforms, viz., IARCSC and RIMUs. These are expected to go a long way in managing the process of reforms prerequisite for capacity development. The CDS focus largely on the public sector both because it is manageable and provides a starting point for capacity development. As the private sector develops in the country there will be need for capacity development in the private sector.

IMPLEMENTATION FRAMEWORK

The Government is aware that there is an urgent need across both the public and private sectors to rapidly expand the process of developing capacity. However, at this time there is limited capacity to effectively implement such extensive and intensive capacity development programs in all areas. The Government identified a number of priority areas for immediate attention:

- the private sector
- agriculture and rural development
- education and higher education
- health and public health
- land, infrastructure and natural resources

Ministries, organizations and agencies included in these sectors will be given priority and will be the first to benefit from a coherent and consistent capacity development program. This will include effective administration, finance and HR, technical skills and knowledge transfer and focused technical assistance.

Ministries and agencies associated with these priority areas will submit information on current capacity development programs or initiatives and jointly through their RIMU or Capacity Development Working Group, undertake capacity needs assessment to ensure that priority needs are matched with provision. Through ICCD the government will assure that such provision based on need is made available.

The ICCD will monitor the progress of the capacity development projects and programs. The President and Cabinet will receive regular reports on performance of all projects. Those that are under-performing will be required to provide explanation for their underperformance and their recommendations for bringing the performance back on target. Persistent under-performance could result in a major redesign or closure. One important prerequisite of optimal capacity development is to bring about necessary structural reforms. Along with the donors the Government will make concerted efforts towards public sector reforms for which capacity development will be an essential part at the provincial levels.

GOVERNMENT STRATEGY - IMMEDIATE ACTIONS:

- Enact the Inter-ministerial Commission for Capacity Development Presidential Decree;
- Prepare and agree 3, 6 and 12 month working plan for ICCD, including reporting protocol and content;
- Establish the overall and the subsidiary structures of ICCD by providing them with budgets, trained personnel and necessary equipments with plans for continuous up gradation.
- Agree parameters and responsibilities for capacity development monitoring at each level – ICCD, RIMUs and CDWG;

- Recruit national and international staff with specific skills in public sector, private sector and management capacity development, project management and monitoring and evaluation skills;
- Set up capacity development database, collect data from donors and ministries, establish types and numbers of programs in each ministry or government agency, verify with Ministry that information is accurate and complete, report to government on the outcome;
- Agree and implement priority capacity development programs; and Set up monitoring mechanisms.

IMPLEMENTATION MANAGEMENT UNIT (RIMU):

Reform Implementation Management Units (RIMU) have been established primarily to restructure ministries so that they could move ahead on pay and grading reform – this process of restructuring requires clarifying roles and responsibilities, and laying down very clear reporting lines, and assessing whether individuals are fit to hold the job they are holding. In that sense, capacity development role of RIMUs is not a primary function but RIMUs will certainly go a long in supporting capacity development. RIMUs will identify capacity development needs and coordinate programs and initiatives to meet those needs, they will also monitor and evaluate the impact of the program and report progress and problems to ICCD.

RIMUs have been established within Ministries but need to be strengthened to effectively coordinate reform and change. The Ministry of Education RIMU is an example of a unit that is producing results and can provide a basis for the development of RIMUs in other bodies. They will need to use performance results information

for strategic planning; operational planning and control; program budgeting; program evaluation and funding decisions; accountability reporting; resource allocation; employee appraisal; prioritization of programs and initiatives.

Under the auspices of ICCD the IARCSC will be empowered to encourage RIMUs to work together along the lines of the ANDS/sectoral groupings above, to identify common needs and solutions as well as assist to articulate specific needs and formulate outline proposals as appropriate. Where needed, the IARCSC with donors' assistance will provide training on capacity needs assessments, capacity development activities and monitoring and evaluation, to assist the line ministries and government agencies achieve the maximum improvements in performance from capacity development programs and initiatives.

Immediate Actions - RIMUs:

- Agree terms of reference for RIMU;
- Identify any short term technical assistance requirements;
- Conduct capacity assessment with existing RIMUs, establish and implement training program;
- Empower and train RIMU in capacity assessments, capacity development, monitoring and evaluation;
- Agree reporting protocol through capacity development unit to Inter-ministerial capacity development committee; and
- Empower RIMU to undertake a department by department capacity assessment until all ministry has been assessed and capacity development plans drawn up to meet needs;

CORE PUBLIC SECTOR TRAINING:

There are three key functions that require immediate attention:

I. Administrative procedures;

- Financial management (budgeting, accounting, sources of funding and sustainability or funding);
- Human resources management (staff recruitment, placement, personnel data, support, training and development, manpower planning); and
- Resource management (transport, procurement, logistics)

The Government will support programs that deliver performance improvement in the area of Administrative functions through organizations such as the Independent Afghan Restructuring and Civil Service Commission (IARCSC) to deliver programs with clearly defined outcomes and impacts and performance measures. It is understood that IARCSC is receiving considerable financial and technical support to deliver this training, it must be seen as their first priority, without these core functions government cannot operate.

The IARCSC have drawn up a program to address some of the training needs in the public sector and it has been agreed in principle that they will directly deliver some aspects of this through the Civil Service Training Institute. At present they do not have adequate trained staff to deliver these courses and so in the short term international trainers will need to be brought in to provide the training. It should also be noted that the IARSC does not have the skills required to deliver some of the technical training required. In these areas the IARSC will have to tender out training to higher education institutions and other agencies that do have these technical skills.

Donor funding is available to strengthen the IARCSC and to support capacity development for civil servants. Over US\$23 million has been pledged from the development budget and a further US\$1.5 million specifically for capacity development from the external budget in 1386. In 1385 over US\$11 million was available to the Commission to assist in capacity development and public sector reform excluding support to the PRR.

II. Technical functions

- Strategy
- Program and project development/planning
- Service development and delivery
- Monitoring and evaluation

The government does not see this training as being the wholly the remit of IARCSC and would like to see the private sector taking a lead for this training.

III. Structure and culture

- Organizational structure
- Leadership and management
- Governance and probity

At present there is very little capacity in Afghanistan to deliver training in these areas, although there are plans to establish an Institute of Management. The government urges the international community to address these areas as a matter of urgency.

Immediate Actions:

- Empower the IARCSC to commence HR management and administrative training and development;

- Identify international training institutions to deliver HR and public administration management – including resource and logistical management training modules, contract according to procurement regulations;
- Train trainers in all key areas;
- IARCSC to prepare a training plan with timeframes and performance indicators for other public administration training; and
- Monitor progress and check for evidence of performance improvements;
- Assist private sector providers to deliver management, leadership and strategy training.

FINANCIAL TRAINING:

The Ministry of Finance with the support of DFID is strengthening budget preparation processes. One objective of this program is to provide budget preparation and management training for other Ministries. It is still essential however that short term technical assistance is made available to Ministries for budget preparation.

Immediate Actions:

- Provide budget formulation and management technical assistance; and
- Empower Ministry of Finance to commence budget formulation and management training.

PROCUREMENT TRAINING:

The World Bank has established a central procurement unit, and will provide training to individual ministry procurement units. The Government intends that Afghan trainers are trained in order that the procurement system is

localized as far as possible. It is also important that local business services organizations are provided with assistance to better understand

public procurement requirements. The Government also wishes to introduce a simpler procurement system for low value government contracts. The Government would also like to see the current “international” procurement procedures brought into a framework that would be more accessible to local businesses.

POLICY FORMULATION:

Policy formulation is a critical activity of government and a chronic lack of capacity in this area makes it difficult for the government to manage its affairs. Effective policy making depends on sound technical content, which can only effectively be achieved by people with the required technical background. Currently, the government plans to establish a “Policy formulation unit” within the office of the Senior Economic Advisor to the President (SEAP). This unit is currently in development and consists mainly of international technical assistance; it is the objective of the government that this technical know-how will be transferred over time to competent Afghans. In the medium to long term a policy formulation module should be introduced as part of the University of Kabul’s curriculum.

Immediate Actions:

- Establish the policy development unit under SEAP;
- Bring short term assistance to develop critical policy in SEAP;
- Office of Administrative Affairs (OAA) develop administrative content and guide to policy process

- **Medium to long term actions:**
- Curriculum development to include policy analysis, formulation and implementation.

PROJECT DEVELOPMENT AND MANAGEMENT:

There is a chronic need for good project development, implementation and management skills. Projects coming to Cabinet are often poorly developed, un-bankable and little more than “wish lists”. This is an area where capacity could be increased through a “learn by doing”

model – trainees develop projects whilst actually formulating projects under the tutelage of a project management technical specialist. These key people would form the backbone of an in-house (in-ministry project development unit). If the need is more urgent than a measured and considered course would allow, regional project development experts could be brought in to work in the nascent project development units.

Immediate actions:

- Agree if regional project development technical assistance (RPDTA) is required;
- Recruit required RPDTA for each key ministry;
- Agree course content and outcomes;
- Identify three people from each key ministry;
- Bring in international project development specialists; and
- Commence training.

Priority Capacity Development in the Private Sector:

There are a number of critical areas where

capacity is urgently needed if the private sector is to fulfill its central role in the country’s economic development, including:

- Management and leadership
- Product and manufacturing process development and improvement
- Skills and knowledge (vocational, technical and scientific)
- Trade policy
- Strengthening the business support and advice services
- Strengthening testing laboratories to drive up quality of products
- Leadership and management
- Trade and craft skills
- Product and process development

Although it is vital that capacity development in the private sector is primarily focused on companies and businesses, it will also be important to understand where the areas of expansion are likely to come and have appropriate responses (curriculum development and teaching methods), from education, higher education and vocational training establishments.

PRIORITY CAPACITY DEVELOPMENT TO INCREASE SKILLS IN THE WORKFORCE:

The Government has proposed, as part of its Education Strategy, a major reform of its Vocational Education Strategy. The reforms are designed to improve the quality and quantity of Vocational Education Training.

Currently there is no clear administrative responsibility for vocational education. The MoE, the MoHE (through their Community Colleges), the Ministry of Labor and Social Affairs, Martyrs

and Disabled (MoLSAMD), and the National Skills Development Program (NSDP), which is loosely attached to MoLSAMD all offer vocational educational programs. Many of the courses delivered by these competing Ministries suffer from the same problems; lack of modern equipment that can be used by students to acquire trade relevant skills and lack of adequately trained and motivated staff. The failure to clearly identify administrative responsibility for delivering and setting standards in the vocational education area has resulted in staff shortages, over development, lack of standardization in training courses, and qualifications that are difficult for potential employers to assess. A recommendation has been made here to establish a new organization, NVETA that would be loosely attached to MoLSA and would monitor but not operate, all vocational education institutions. They would set minimum core competencies for courses, carry out accreditation, and inspect vocational institutions. They would be responsible for calling tenders to operate Vocational Education facilities owned by the state. Tenders to operate training centers that complied with NVETA standards could be accepted from the Ministries and from the private sector. The proposed approach using NVETA would address the problems of lack of modern equipment that can be used by students to acquire trade relevant skills, lack of adequately trained and motivated staff, and lack of standardization in courses. It would provide the sustainability of the sector which is currently lacking.

Under the NSDP, a national 5 year VET-policy will be developed involving broad representation of stakeholders and agencies concerned. The national training policy will include assumptions about the role of education and training, major policy objectives, national training goals, priorities and benchmarks, the configuration of the national training system, training providers, major learning avenues, lifelong learning, national priorities for VET system development and the division of responsibilities for providing and financing VET.

NSDP will also develop an appropriate legal framework for public VET institutions, addressing their status and autonomy, the performance and accountability frameworks, assets and financial operations, linkage to the future National Vocational Education and Training Authority

The first task for NVETA will be to work with the MoHE to subcontract the operation of a National Institute of Management and Administration in accordance with the agreement that has been brokered by the World Bank. The Institute would cover management and administration; accounting and auditing; and information technology. This would be a public private partnership where NVETA would select a suitable operator. USAID and the Norwegian Government are planning to commit \$12 million (\$6 million each) to establish this Institute.

NVETA will also provide an accreditation system for NGO and private sector providers and prepare by 1387 a proposal to formalize existing apprenticeship arrangements and expand the system. Ensure that a recognized qualification is provided to people undertaking apprenticeships who have achieved specified basic competencies.

Through ICCD the government aims to bring a more cohesive approach to education, higher education and vocational education and training. All education, higher education and vocational training and education programs will be monitored by ICCD.

MAKING MORE EFFECTIVE USE OF THE DIASPORA:

There are many accomplished Afghans residing in other countries who could make a significant impact on many areas of private and public life. The Government would like to see that those who wish to return and work here are adequately supported. Afghan expatriates should be informed

of the opportunities that are available and a mechanism established to circulate all requests for TA through overseas Afghan associations. As part of this process, the Government is establishing a single-point database that will hold information about Afghans wishing to return on a full or part time basis along with the opportunities that are available. As appropriate the information held on the data base will be made available to the private sector, donors and NGO's.

For those Afghans who cannot return on a long term basis other models must be found to enable them to make a contribution. One possibility, discussed further in Appendix 3, is to identify very specific short term (one month to six weeks) possible work assignments for Afghans with medical skills, in this case specific surgical procedures.

The doctor will work with local surgeons and transfer skills and knowledge and then return to his/her home establishment, where follow up can be carried out through electronic means. This has been further extrapolated to include a number of doctors from the same hospital, possibly the same discipline, coming in rotation to further enhance local medical or surgical procedures.

There has been some unsuccessful experience of this type of program and it is important that any new program can learn from this experience, ICCD will be able to provide information and data to enable this important process to take place.

PROGRAMS AND INITIATIVES:

The Government is reviewing capacity development initiatives with the intention of identifying those that will have the desired impact. It will encourage ministries and agencies to replicate projects and programs that are successful, modifying them where appropriate, but keeping the principles and practices intact. Where programs and initiatives have not been successful nor have not produce the desired outcomes and impacts, they will either be redesigned to achieve the results or they will be closed. However alongside standard approaches of training and study tours, the Government is seeking innovative approaches and for solutions at a variety of levels. In Appendix 3 there are a number of ideas which could be expanded, not all of them are new or innovative, indeed the government would like to see a mix of those programs that have been tried and proved successful alongside new approaches.

APPENDIX I

PRESIDENTIAL DECREE

A. Background

The Government of Afghanistan (GoA) has received a considerable amount of support for Capacity Development (CD) and Technical Assistance (TA) since 2002 to enable it to build capacity and create the right conditions for long-term sustainable economic growth and to reduce poverty. Under the prevailing circumstances during this time the Afghan leadership was not in a position to assess and specify the demand for CD and TA or to coordinate the various TA programs of the Donors in order to bring the supply and demand in compliance with each other, the results are not satisfactory to both the GoA and the Donors.

Now, in the light of 5 year experience, under the relatively improved conditions, and as part of the Aid Effectiveness initiative, it is essential that this support is correctly focused in order to achieve sustainable development for the country. To this end the Government of Afghanistan, following the recommendations of the ADF of April 2007, has agreed to form an Inter-Ministerial Commission on Capacity Development (ICCD).

B. Overall Purpose

The overall purpose of the Inter-Ministerial Commission on Capacity Development (ICCD) is to:

1. provide strong oversight and effective leadership for all activities related to Capacity Development;
2. ensure proper assessment of the demand for Capacity Development in Public as well as Private Sectors at national and sub national levels in Afghanistan is undertaken and to ensure that programs match demand;
3. Coordinate Capacity Development Programs and Initiatives to avoid duplications/overlaps and increase their effectiveness.
4. monitor the performance of Capacity Development Programs and Initiatives and suggest remedial steps or adjustments to ensure more effective implementation of programs and initiatives;
5. Report on progress in the development of capacity for economic and social growth as a result of the implementation of these programs.

C. Composition of ICCD

Under the chairmanship of the Ministry of Economy the ICCD shall have the following composition:

1. on the GoA side:
 - a) As core members:

- Ministry of Finance
 - Ministry of Education
 - Ministry of Higher Education
 - Ministry of Labor and Social Affairs
 - Ministry of Women Affairs
 - IARCSC
 - ANDS
 - IDLG
 - b) As ad hoc members any other ministry or Government Authority which are regarded necessary by the Chair
2. Representatives of the private sector as appropriate and required.
 3. Representatives of the Donor Community as appropriate and required.

D. Scope of Work

In order to achieve the above mentioned goals ICCD will, over time undertake the following activities:

1. Prepare National Capacity Development Policy for presentation to Cabinet;
2. Draft the Capacity Development Sector Strategy (CDSS) for the PRSP/ANDS process;
3. In partnership with ANDS Capacity Development working group, set up and implement a mechanism to monitor the implementation of the CDSS;
4. Provide coordination and advice where there are cross ministry implications or potential for overlap/duplication or where capacity problems within the Ministry or Government Agency could impede the implementation of programs to achieve their overall capacity development requirements;
5. Collect and collate data on capacity development programs and initiatives across donors and government, have it recorded in an easily accessible form, updated and analyzed to provide accurate and timely statistics on capacity development programs, their budgets and progress;
6. Establish mechanisms for the coordination and monitoring of the performance of capacity development programs and initiatives;
7. Facilitate Capacity Development Working Groups as required and appropriate for organizations and agencies outside of government and support IARCSC on the establishment of Reform Implementation Management Units;
8. To support Capacity Development Working groups to establish performance measurement baselines for their establishments and set up mechanisms to monitor progress against the baseline;
9. To encourage RIMUs to establish performance measurement baselines for their establishments and to set up mechanisms to monitor progress against those baselines;
10. Develop and monitor the implementation of a code of conduct (principles) for capacity development programs and initiatives and to ensure that all donors and government agencies are aware of the code and adhere to it. This code shall ensure that:
 - The trained Afghans stay in the jobs for which they are trained;

- Capacity Development and Technical Assistance programs are based upon best practices, beginning with an effective needs assessment;
 - The amount of TA remains limited to the cases which are really needed;
 - All TA and capacity development programs make use of the Afghans in Diaspora as much as possible
 - The foreign experts meet high international standards and that due consideration is given to regional consultants;
 - All TA programs include a training and transition plan, with the responsibilities of both the counterpart and the partnering institutions clearly described, in order to assure that Afghan nationals are in a position to take over the activities and perform any necessary maintenance to systems and processes and procedures following the departure of the foreign experts;
11. Develop mechanisms and regulation to enable greater private sector participation in capacity development;
 12. Make recommendations on improving or enhancing implementation of capacity development programs based upon monitoring reports;
 13. Report to the President, the Cabinet, international community and the general public as appropriate on the regular basis about the status and progress of the capacity development programs and initiatives.

E. Management arrangement

The ICCD requires two units to support it:

1. A small secretariat, whose role it would be to organize the meetings of the board, take minutes of the meetings, distribute papers and documents, gather, collate and store data and other administrative activities.
2. A technical team of experts in different fields of capacity development such as public administration, vocational training, management etc. to support the board in its tasks of planning, monitoring and evaluation.

The ICCD will utilize an outsourcing approach for accomplishment of the technical functions, where practical and possible.

F. Capacity Development Fund

To enable the GoA to instigate capacity development programs and initiatives directly, a window within the existing Afghanistan Reconstruction Trust Fund (ARTF) will be identified for the amounts earmarked by the Donors for capacity development and technical assistance. ICCD will be responsible for:

1. Ensuring that processes and procedures are in place to effectively utilize the fund for capacity development initiatives;
2. Ensuring that accounting and monitoring mechanisms are in place to facilitate appropriate and timely distribution of funds;
3. Establishing and maintaining mechanisms to receive, analyze, and then submit to ICCD for consideration, capacity development projects for financing by Government wholly or in part

4. Preparing and distributing quarterly reports to the Cabinet and other parties as agreed.

G. General Provisions

In order to fulfil its duties ICCD shall:

1. Receive quarterly reports from Ministries and government agencies on status and progress of capacity development programs;
2. Receive and review comments and recommendations from the capacity development technical secretariat on new and existing programs;

3. Be entitled to request formal reports and evaluations from independent bodies on projects that are not fulfilling their performance targets.

4. Prepare and distribute to ICCD members, rolling annual work plans with clear targets and priorities to ensure activities of ICCD are implemented in a timely and efficient manner and to bring the maximum support and minimum disruption to existing capacity development initiatives.

APPENDIX 2

MONITORING AND EVALUATION

Monitoring and Evaluation (M&E) of the ANDS Capacity Development Sector Strategy is an essential element for ensuring that goals and objectives and impact on the ground are achieved through effective and efficient delivery of public goods and services, enhanced public sector management and decision making, improved accountability and transparency in the utilization of public resources and adequately facilitated policy review and planning processes. Ensuring impact on the ground will be the keystone to the government's capacity development program. It will be vital to monitor programs and carry out regular evaluations to ensure they are on target and on track.

The role of M&E in this context should be viewed as deriving its value not from availability of accurate fact, but from the way in which it is being *used*. Above all, M&E is intended to enhance the quality of decision-making processes - by supplying managers with a flow of reliable information and analysis about what works and what doesn't. Those responsible for M&E need to make sure that the right information gets to the right people at the right time. M&E functions when it gives public sector managers a rational basis for making policy recommendations, refining institutional strategies and making the best choice of activities for improving the performance of their organization. M&E is therefore not merely about retroactively documenting historical fact but it is part of what makes development success *happen*.

In partnership with ANDS, ICCD will provide the monitoring and evaluation processes needed to ensure the government's capacity development goals and objectives are met. A comprehensive evaluation could be proposed to assess the current

situation, which will also serve as a baseline along with assigning reasons for ineffective and inadequate CD status. This will identify specific interventions for the future.

SETTING AND MEASURING PERFORMANCE INDICATORS

"A performance indicator defines the measurement of a piece of important and useful information about the performance of a program expressed as a percentage, index, rate or other comparison which is monitored at regular intervals and is compared to one or more criterion"

The Afghan Compact has some very clear benchmarks and performance measures must link to those benchmarks. One example of where at the moment Afghanistan is not likely to meet the whole of the benchmark is roads, the benchmark in *"Afghanistan will have a fully upgraded and maintained ring road, as well as roads connecting the ring road to neighboring countries by the end 2008 and a fiscally sustainable system for road maintenance by end 2007"*. Whilst the road construction program is on target for the benchmark, the "fiscally sustainable system for road maintenance by end 2007" is unlikely to be met. Road maintenance contracts are having to be given to international contractors because there is no local provision - local contractors do not understand the complex bidding process, this could have been covered in a training program for business, there has been no training and few job opportunities for local people (over 50,000 Pakistanis are in Afghanistan constructing or maintaining the road system). There are many examples from around the world, where part of the performance measure on construction programs, was training and opportunity to apply for jobs for local people.

Table.1:Group of factors for develop performance indicators, generic outcomes and impacts

Measurement factors	Generic outcomes	Generic impacts
<ul style="list-style-type: none"> ▪ Quantitative – increase in revenue, numbers of children completing their education etc ▪ Qualitative– 85% of patients regard the service they receive as satisfactory or better ▪ Financial – money saved through more effective planning, cost benefit ▪ Efficiency – speed of response, reduction of errors ▪ Throughput – numbers of patients seen, number of children 	<ul style="list-style-type: none"> ▪ Operational management that brings relevant services closer to the people; ▪ Institutions that can move quickly and effectively to develop and implement appropriate policy ▪ Creation of transparent, results based environments which reflect accountability and responsibility ▪ Developing transparent systems and controls that eliminate opportunities for fraud and corruption, eliminating redundant functions and activities ▪ Streamlining decision making processes 	<ul style="list-style-type: none"> ▪ Policy, strategy and planning that deliver; ▪ Redeployment of scarce resources for more effective public service delivery; ▪ Efficient and effective service delivery; ▪ Reduction in corruption and rent seeking; ▪ Performance based management

The following table shows the group of factors which will be used to develop performance indicators, generic outcomes and impacts.

Stablišing a baseline:

The government will establish through ICCD, a data base of capacity development programs and other programs that have elements of capacity development. If outcomes and impacts are not clearly defined, the government will consult with the donor and contractor to identify the anticipated outcomes¹.

The data base will be regularly updated and programs measured

against the expected outcome, outputs and impact. Outcomes could require a number of linked initiatives or activities, for example getting girls to register is an essential first step, however keeping them in school and getting them to 12th grade requires a different set of initiatives and activities. Below are some examples of the baseline measurement and performance measures expected outcome and impact:

It is proposed that the following table will be used to establish the baseline of all ministries and government agencies.

¹ Clearly this will have to be sensitively carried out as a number of contracts are currently in process and therefore will not be able to be significantly changed

INSTITUTIONAL CAPACITY MILESTONE MATRIX:¹

Operational Features	Baseline	Development 1	Development 2	Consolidation	Sustainability
Mandates, core functions legal basis	Executive structure and legal mandate under consultation	Ministry and departmental mandates, structures and core functions defined (by decree or law) initial transparent recruitment underway	Core functions operational, first phase hiring completed	Core functions fully operational, other functions at minimum capacity	All functions operational with critical mass of professional staff in place
Decision making system and policy process	No formal decision making system; no policy formulation process	Executive decision making structures, levels of authority and responsibility agreed. Respective roles of decision makers, central institutions and line ministries defined	Formal decision making system operational; written procedures in place	Supporting policy management function established in central institutions; Capacity development in policy development in progress	Formal decision making process fully operational; Central institutions able to coordinate policy, fiscal and legal processes; All line ministries have policy development capacity
Management	Decisions handed down from Minister with little or no feedback.	Most management decisions taken by Minister and Deputy Ministers.	Some input from core group of staff members.	Management decisions increasingly delegated to department managers.	Management decisions consistently delegated to appropriate level of the Ministry.
Management Systems	No administrative procedures formalized.	Few administrative procedures formalized.	Administrative manual in place, although not fully tested or revised.	Procedures increasingly formalized.	Administrative manual tested and revised, and considered the arbiter of procedures.
Human resource staff	Existing staff not fully capable of providing skills required of their positions.	Majority of staff participating in training for technical skills.	Staff members possess minimum technical skills required of their positions but still lack broader communication skills.	Staff members possess complete technical skills required of their positions and majority participating in training for broader (communication) skills.	Staff possesses all skills including communication, leadership, team development, and management, along with a gender-balanced view of the role of women in government and society.

Adapted from table developed by USAID/Bearing Point

Operational Features	Baseline	Development 1	Development 2	Consolidation	Sustainability
Human Resource Systems	No formal personnel systems (job descriptions, recruitment and hiring procedures, etc.) exist.	Some, but not all necessary personnel systems exist.	Virtually all necessary personnel systems are institutionalized. Little or no recognition of employee performance.	Performance (merit) beginning to be recognized formally.	Formal personnel systems are institutionalized, understood by employees, and redress can be pursued. Formal performance appraisal system in place with provisions for merit-based rewards.
Diversity	Staff is severely under-represented by women. Regions disproportionately represented.	Some women are on staff but not in decision-making positions (or rarely contribute to decisions). Policy established to increase hiring from regions.	Increased number of women on staff with some participation in decision making. Policy implemented for hiring from regions and hiring begun.	Significant representation of women among staff, and women regularly participate decision making. Regional representation noticeably improved.	Composition of staff adequately represents women, and they participate effectively in decision making. Proportional regional representation.
Public information	Little to no dissemination of information.	Dissemination of information occurring but not formalized or institutionalized.	Formal and regular procedures established for dissemination of public information.	Formal and regular procedures for dissemination of public information in use. Civil society and public beginning to use public information from the Ministry / office.	All public information disseminated regularly and effectively. Active use of public information from Ministry / office by civil society and public.
Public participation	Little to no interaction with civil society or citizens.	Some interaction with civil society and citizens marked by procedures or events that allow public input and discourse with Ministry, although informal or irregular.	Formal systems/ procedures exist for obtaining public input.	Ministry engages in public debate/discourse with civil society. Regular interaction.	Citizen and civil society input incorporated into Ministry activities. Systems and procedures for input and discourse are institutionalized.

Operational Features	Baseline	Development 1	Development 2	Consolidation	Sustainability
Financial management - Budgets	No budget for Ministry administration or programs.	Basic Ministry budget and financial management system Anti-corruption systems defined and accepted by Ministry and government officials exists.	Ministry staff able to develop annual budget. Sufficient number of staff skilled in financial management.	Financial management system integrated with government-wide FMIS.	Actual Ministry expenditures within 10% of budget.
Anti Corruption	No anti-corruption systems in place.	Anti-corruption systems defined and accepted by Ministry and government officials.	Anti-corruption systems established. Staff informed and training taking place.	Some formal outputs from the systems, such as reports or visible enforcement.	Anti-corruption systems fully institutionalized. Public perceives Ministry as non-corrupt.

APPENDIX III ANALYSIS OF SAMPLE PROJECT PROPOSALS OF CORE, EXTERNAL AND SUB NATIONAL CONSULTATION DEVELOPMENT PROJECTS AND DETAILED CAPACITY DEVELOPMENT PROJECTS¹

Sector Health	Detail	Capacity development
Communicable and non-communicable diseases control program	17 projects including establishment of laboratories, tuberculosis and malaria control, disaster preparedness etc requires USD\$108.8 million under funded by USD\$53.83 million	Building of Afghanistan's capacity to address HIV TB and malaria -
Primary health care	22 projects totally USD\$257.32 million, underfunded by USD\$14 million	Building the capacity of public and private enterprises to improve environmental health – no funding available at present
Hospital care	19 projects totaling USD\$100.9 million, underfunded by USD\$44.7 million	No capacity programs planned at present
Reproductive & Child Health	9 projects totaling USD\$21.2 million underfunded by USD 15.79 million	No capacity development programs planned at present
Policy & Planning	11 projects totaling USD\$80.78 million, underfunded by USD\$75.41 million	Medical Education Project requires UDS\$0.96 million underfunded by USD\$0.40 million Capacity Building for Grants & Contract Management Unit (GCMU) [NCBP (National Capacity Building Programme for the Human Resources of Health) Requires USD74.20 million underfunded by USD\$74.08 million
Human Resource Development & Research	7 projects totaling USD\$14.42 million, underfunded by USD\$8.06 million	IHS Kandahar Midwifery Training Project requires USD\$0.17 million, underfunded by USD\$ 0.13 million Training of Ministry of Public Health, Kabul and provincial level Public Health Offices in Health Management System. Requires USD\$0.80 underfunded by USD\$0.26
Pharmaceutical Management Support	2 projects see next column	Building the capacity of central laboratory to control the food and medicine requires USD\$ 0.64, no funds available at present Building the capacity of pharmacists and their assistants – fully funded
Sub National Consultation		
Sample province Urozgan province	Construction of 10 hospital or health or basic health centers serving 1,262,000 people. No funding	Training center for 40 nurses

¹ All data presented in these tables has been extracted from the relevant sector strategies and their respective Annex II – Priority Projects

Sector Health	Detail	Capacity development
		O&M / capacity building (Afghanistan Infrastructure Rehabilitation Program) requires USD\$5 million fully funded Establishment of Technical Support Team and Engineering Capacity Building of MPW requires USD\$4 million underfunded by USD\$2million
Ring Roads/Regional Roads underfunded by USD \$266 million	Over 1500 kilometers of road construction or maintenance	Capacity Building for Road Sector Institutions requires USD\$1 million fully funded
National Highways/ Provincial Roads 54 projects unfunded, of the rest USD\$316 million underfunded	Over 88 projects – details of amount of kilometers not available for all projects	See above
Rural roads (SNC) no funding	5,236.50 kilometers of rural roads	No capacity development programs detailed in Transport strategy
Efficient Operation of Existing Infrastructure	Requires USD\$301 million underfunded by USD 88 million	No capacity development programs shown in Energy strategy
Governance	Requires USD\$55.77, underfunded by USD\$ 44.72	Energy SOE Capacity Building , Requires USD\$23 million no funding available at present Capacity building and institutional development for Environmental management – requires USD\$6.366 underfunded by USD 4.719 million
Rural energy	Requires USD\$ 191.566 million, underfunded by USD\$181.27	No capacity development programs shown in Energy strategy
Expanded supply	Requires USD\$715.80 million, underfunded by USD\$ 152.52 million	No capacity development programs shown in Energy strategy
General Education	23 core funded projects totaling USD\$ 368.78 million, underfunded by USD\$ 349.98 million	Management and Human Resource Development. Requires USD 1.38 million fully funded Training of school teachers (pre and in service) requires USD\$ 34 million underfunded by USD\$ 34 million NEW PIO (Teacher Training Centers for Provinces & Districts) requires USD\$ 15 million underfunded by USD\$ 15 million Strengthening Teacher Education Program (STEP) requires USD\$ 2.50 million underfunded by USD\$ 2.50 million Training of the advisor teachers requires USD\$ 2.01 million underfunded by USD\$ 2.01 million
Sub national consultation (Tier 1)	65 tier 1 projects across 22 provinces no details of funding required or pledge	Provision of facilities for the teachers in all districts. (Khost provinces) no funding Construction of 7 teacher training centers at central and district level. (Kapisa province) no funding Rehabilitation of teacher training building in centre of Faryab. No funding currently detailed

Sector Health	Detail	Capacity development
Core budget tier 2 projects	12 Tier 2 projects requires USD\$ 993.90 million, underfunded by USD\$ 993.35	Teacher Education. (National?) Requires USD\$ 122.58 million underfunded by USD\$ 122.58 Training of school principles (National?) requires USD\$ 5.16 million, underfunded by USD\$ 5.16 million Strengthening Policy, Advocacy, Communication and Institution Building
Sub national consultation (Tier 2)	100 Tier 2 projects across 25 provinces no details of funding requirements or potential pledges	Vocational capacity building courses for teachers in the centre of Dara-i-Suf Bala and Roi Do Aab districts. (Samagan province)
Tier 3 Core budget	6 Tier 3 projects requiring USD\$ 51.48 million, underfunded by USD\$ 51.48 million	Management and Capacity Building requires USD\$ 39.88 million underfunded by 39.88 million Management and Capacity Building no funding details available
Sub national consultation Tier 3	51 Tier 3 projects no details of funding requirements or pledges	
Sector Sport		
National Olympic Committee core budget Tier 1	1 Tier 1 project requiring USD\$ 8 million, underfunded by USD\$ 8 million	
Sub national consultation Tier 1	4 Tier 1 projects no details of funding requirements or pledges	
Sector Science		
Core budget Tier 1	7 Tier 1 projects requiring USD\$ 3.5 million, underfunded by USD\$ 2.67 million	
Core Budget Tier 2	12 Tier 2 projects requiring USD\$ 4.71 million, underfunded by USD\$ 4.49 million	
Sector Higher Education, Skill Development		
Core budget Tier 1	14 Tier 1 projects requiring USD\$ 111.30 million, underfunded by USD\$ 111.30 million	Balkh teaching hospital requires USD\$ 3.5 million, underfunded by USD\$ 3.5 million Kabul University Agriculture Faculties Capacity Building requires USD\$ 6.1 million, underfunded by USD\$ 6.1 million Higher education Program in Afghanistan requires USD\$ 22.36 million underfunded by USD\$ 22.36 million
Sub National Consultation Tier 1	12 Tier 1 projects no details of funding required or pledges	Equipping of Nangahar University laboratory Provision of books for the University central bookstore for all faculties of the university
Core budget Tier 2	11 projects requiring USD\$ 28.46 million, underfunded by USD\$ 28.46	
Sub National Consultation Tier 2	10 Tier 2 projects across 4 provinces no details of funding required or pledges	
Core budget Tier 3	4 projects requiring USD\$ 8.4 million, underfunded by USD\$ 8.4 million	TATA infotech centre of excellence for IT Education and training in Kabul – strategy suggests USD\$ 1.1 million required, donor has pledged USD\$ 8.4 million

Sector Health	Detail	Capacity development
Sub National Consultation Tier 3	13 Tier 3 projects across 7 provinces no details of funding required or pledges	
Sector Ministry of Labor and Social Affairs		
External budget - Tier 1	4 Tier 1 projects requiring USD\$ 4 million, (NB one donor has pledged USD\$ 111.3 million – according to strategy USD\$ 0.06 million is required)	<p>Basic training for Reintegration of Ex-Combatants required USD\$ 3 million underfunded by USD\$ 3 million</p> <p>Basic Vocational Training Project (BVTP) required USD\$ 0.94 million, underfunded by USD\$ 0.96 million</p> <p>Special Education for disabled children required USD\$ 0.06 funding available USD\$ 111.3 million</p> <p>Carpet Weaving, Children Support, in 34 Provinces (new proposal no details available)</p>
Sub National Consultation Tier 1	12 projects across 6 provinces – no details of funding requirements or pledges	<p>Establishment of carpet (Sattrinji) weaving in the center of Istalif (5000 beneficiaries)</p> <p>Establishment of vocational training centers (700 beneficiaries in Paghman and 5000 in Mir Bacha Kot)</p> <p>Establishment of technical and vocational training courses in Surobi and Farza districts (700 beneficiaries in Surobi and 1000 in Farza)</p> <p>Creation of a vocational training project for disabled in Sayad district (800 beneficiaries)</p> <p>Creation of carpet weaving factories for Kochis (nomads) in centre of Sayed Aabad (500 families as beneficiaries).</p> <p>Establishment of vocational courses for male and female Kuchis in Dasht e Archi.</p> <p>Establishment of vocational training courses for refugees in centre and all districts [a1]. (Ghor)</p> <p>Establishment of market for efficiency of handicraft production. (Balkh)</p> <p>Establishment of vocational training centre, in centre of province (Balkh)</p> <p>Establishment of centre for vocational training for women, Nili. (Daikundi)</p>
Sub National Consultation Tier 2	9 Tier 2 projects across 5 provinces no details of funding requirements or pledges	<p>Creation of carpet weaving factory in Char Dara district (6000 beneficiaries).</p> <p>Establishment of vocational training centre building in Nilli (one centre).</p> <p>Establishment of vocational training centres for youth in centre of all districts (30 centres) (Nimroz)</p> <p>Establishment of vocational training courses for female and male refugees in centre of all districts (120 centres)</p>

Sector Health	Detail	Capacity development
Sub National Consultation Tier 3	3 Tier 3 projects across 3 provinces, no details of funding requirements or pledges	<p>Establishment of a vocational training centre for women in centre of Bagrami district (1000 beneficiaries).</p> <p>Establishment of carpet and rug weaving vocational training centres in centre of Shor Tepa district (one centre).</p> <p>Establishment of tailoring and carpet weaving courses for women in Chaharbojak.</p>

APPENDIX IV SUGGESTED PROGRAMS AND INITIATIVES

The following table contains suggestions for capacity development program, it is possible that some of these programs are already in process or that some have been tried and have not succeeded, many other initiatives could have been included. At this stage the aim of the appendices was to stimulate thought and other ideas not provide and exhaustive list of programs. Areas of capacity development in the public sector are covered in the main body of the document.

Target area	Objective	Suggested actions	Resources requirements	Potential lead agency
Private sector	Business Development Services	Establish "Enterprise Centers" in major conurbations with staff trained to give advice in marketing, finance and signposting of other information	1 national officer 5 Enterprise centers	Ministry of Commerce
		Support chambers of commerce and business associations to develop commercially viable business services and training	1 international technical assistance Trained trainers	Ministry of Economy
	Product and process development	Establish a program aimed at firm level and based upon the "TIPS" program in Sri Lanka	Program management unit – 2 national officers, branch in each major conurbation	Chamber of Commerce
	Better access to government and donor contracts (making the aid multiplier work)	Train trainers to provide "Understanding the procurement process" (these should be run as commercially viable programs)	Trained trainers	Chambers of commerce
	Bring business and large potential customers together, arrange a one or two day event where big business – (government, donors, large companies including Roshan, Coca Cola etc) come and individual (small) companies get to talk to them about their requirements – quality, quantity, delivery schedules etc	Set up a "meet the buyer" program Provide pre-event training for companies	Event organizers (2) Trained trainers	Private sector
	Re-focus AISA to become an investment promotion agency	Produce development plan to remove (1) investment regulation and (2) industrial park management from AISA's remit and move (1) to government and (2) to private sector	Short term TA to develop plan	Ministry of Commerce

Target area	Objective	Suggested actions	Resources requirements	Potential lead agency
Retrenched public sector workers	Training for other positions in government	Identify skills shortages in all areas of government Train trainers to deliver training to retrenched workers	Short term TA	Ministry of Labor and Social Affairs
	Intensive careers counseling of retrenched workers	Train careers counselors and advisors	Short term TA	Ministry of Labor and Social Affairs
Unemployed (including young people)	Effective inter-ministerial working - Inter-ministerial capacity development committees	Short term Create inter-ministerial working group - Labor and Social work, Education, Women's Affairs, Commerce and others as required.	Small secretariat - part of the government's capacity development unit	Ministry of Labor and Social Affairs
	Institute of Employment Studies - to provide the government with up to date employment/unemployment statistics in order to develop programs to reduce unemployment	Short term - Create a Labor Information Unit inside the Ministry of Labor and Social Affairs Long term Develop an Institute for Employment Studies within Min Of Labor and Social affairs,	Short term (6 months) technical assistance (2) data management and analysis 1 local data manager , 1 local data analyst. 2 data analyst and teams of field officers (see National Skills Development and Market Linkages program field officers)	Ministry of Labor and Social Affairs
	Make significant impact on unemployment	Triple National Skills Development and Market Linkages Program year on year to achieve 100,000 trained and employed people per year	34 provincial labor market support officers	Ministry of Labor and Social Affairs

Target area	Objective	Suggested actions	Resources requirements	Potential lead agency
		Work trials, employers get paid a small grant to take trainees and give work experience must be linked to core skills and must be carefully supervised to ensure trainees are actually working and developing their skills areas. Could be linked with the National Skills Development program	1 National Officer	
	Make more effective use of government contracts to train unemployed people and create jobs at the local level	Create data unit to collate contracting information within the Labor Information Unit	See above	Ministry of Labor and Social Affairs
	Provide training and work experience at local levels	Establish Community Development Programs, local "communities" can "bid" for work to be done, the program will provide part time labor and training for local people, and programs can range across all sectors and could be part of the "community development plans" .	1 National Community Development Program Officer 34 Community Development Officers	Ministry of Reconstruction and Rural Development
	More young people in employment	Earn while you learn! – Modern apprenticeships for Afghanistan, provides basic skills training to an agreed international standard includes classroom and "on the job" training, award of qualification would include oral and practical examination.	1 National Officer 34 Provincial Youth development officer (1 in each province)	Ministry of Labor and Social Affairs
		Youth development through sport, the majority of young people respond positively through sport, the program would include training and development including - coaching, managing, team development, physiotherapy	1 National Officer Youth development officers 34 provincial youth development officers	Ministry of Culture and Youth
Enterprise/ Entrepreneurs				
	Encouraging young people in business	Support for young entrepreneurs – create young business centers in major urban population areas	1 National Officer 5 young entrepreneur officers	Ministry of Commerce

Target area	Objective	Suggested actions	Resources requirements	Potential lead agency
		Schools enterprise competitions – national competition for Enterprise in Schools – program would start at school level with interschool teams competing against each other, the best would go through to a provincial final and then to a national final – each school would designate a teacher as their “enterprise officer”	1 national officer, coordinating officers in each province	Ministries of Education and Commerce
	Encouraging more people from rural population to develop small holdings and micro enterprise	Business training for barely literate rural people, through highly interactive training barely literate people are able to develop their micro business, given access to micro credit and support over a 3 to 6 month period	1 national officer 20 trained trainers	Ministries of Commerce, Agriculture and Reconstruction and rural development
The Afghan Diaspora	Make more effective use of the Diaspora	Establish a data base of opportunities – encourage all donors/contractors to notify potential vacancies Establish a data base of interested ex-patriot Afghans		
		Implement “Iranian” ¹ model of repatriation of educated Afghans to other countries in the region		
		Volunteers from the Diaspora, many people could not come to Afghanistan for extended periods of time, this program would enable highly skilled Afghans to make a contribution of one month plus – an example would be surgeons from the same hospital, who could come to Afghanistan for up to 6 weeks, train in some particular areas of surgery, say gynecology and then return to be replaced by a colleague who would demonstrate another surgical procedure.		

Target area	Objective	Suggested actions	Resources requirements	Potential lead agency
University and technical college students	Deepening education	Create a brokerage system between university/college and Ministries and private sector	1 careers officer in each university or technical college	Ministry of Higher Education/ Ministry of Labor and Social Affairs
		1 year intern program – students in their last year would spend part of their time in their chosen field gaining work experience	See above	
		Graduate training program – up to 1 year paid employment in all aspects of government	See above	
		Careers advice to university and technical students	See above	
Improving quality - creating centers of Excellence	Faculty of International Trade law and policy	Short term – provide scholarships for students to attend regional colleges offering training on international trade Medium to Long term – provide support to develop a strong Faculty of International Trade policy and law	10 scholarships Technical assistance to develop curriculum	Ministry of Higher Education
	Engineering College – construction, agriculture, civil	Bring all donor capacity development programs in civil, agriculture and construction engineering together to identify most effective means of development up to 3 centers of excellence on engineering training.	Utilize cluster RIMUs	Various ministries
	Quality testing centre – Engineering	Establish 3 quality testing centers - Kabul, Mazar and Herat	Short term TA Long term trained staff to manage testing centers	
	Chartered Institute of Accounting	1 Create an faculty of accounting within existing university; 2 Create Chartered Institute based on international best practice, there would be a fee for being accredited through the Institute	Short term Ta to develop curriculum Short term Ta to establish CIA	University and private sector

Target area	Objective	Suggested actions	Resources requirements	Potential lead agency
	Chartered Institute of Purchasing & Supply	<p>1 Create a faculty of Purchasing and Supply within existing technical colleges;</p> <p>2 Create Chartered Institute of Purchasing and Supply based upon international best practice, there would be a fee for being accredited through the Institute</p> <p>Create web page and database of potential science information exchange programs</p> <p>IT boot camps delivering high quality intensive IT training, the camp could consist of 10 days intensive training, followed up with 3 weeks on the job practice, awards are based upon practical knowledge²</p> <p>Short term feasibility study</p>	<p>Short term Ta to develop curriculum</p> <p>Short term Ta to establish CIP&S</p> <p>Data base developer</p> <p>Trained trainers</p> <p>International technical assistance</p>	<p>University and private sector</p> <p>Ministry of Higher Education</p> <p>Private sector</p> <p>Ministry of Higher Education</p>
	Science Exchange program			
	Improving IT skills			
	Institutes of Technology - Emphasis is placed on helping to begin to develop skills and knowledge in technical areas that can have practical value in the workplace. Besides technical instruction, the programs of study offered at ITT Tech focus on helping to develop problem solving, critical thinking, and communication and teamwork skills			
	<p>The Intermediary Technology Institutes – (research link between business and academia) (ITIs) a key to strengthening innovation: aims:</p> <ol style="list-style-type: none"> 1. Increase and sustain the birth rate of high value added technology based companies. 2. Increase the level of exchange between the research and corporate sectors in the region, helping to aid in the transfer of skills and increasing levels of Corporate R&D. 3. Establish and connect Afghanistan to overseas markets 4. Create a sustainable flow of market-relevant technology 5. Significantly increase the retention of graduate and professional skills in Afghanistan. 	Short term feasibility study	International technical assistance	Ministry of Higher Education

Target area	Objective	Suggested actions	Resources requirements	Potential lead agency
Using technology to share knowledge	Web based knowledge pools and creation of virtual libraries	Ministries and Universities to establish knowledge based web pages to share information	Data base development	Ministry of Higher Education and line ministries
	Online learning Offer a range of accredited training programs available through the internet based upon models such as the UK's Open University	Feasibility study and project development	Short term TA	Ministry of Higher Education
Other	New Ventures in sustainable business	Create a "New Ventures" type program to encourage and support (including access to credit)		Private sector

1 A program has been suggested by the Iranian and Afghan government which could enable educated Afghans to return to work in Afghanistan whilst their families remain temporarily in Iran, the program includes support for families in Iran, support for Afghans in Afghanistan, low cost loans, visas to enable Afghans to visit families freely, etc

2 This is a model based upon the micro soft accreditation system and is run as a private sector initiative

Gender Equity Strategy

1387 - 1391 (2007/08 - 2012/13)



Cross-Cutting Issues

Gender Equity Cross-Cutting Sector Strategy

Approved by
Sector Responsible Authority

Prepared & submitted by:

Ministry/Agency

Name of Minister/Director

Signature

Ministry of Women's Affairs (MOWA)

H.E. Dr. Hussn Banno Ghazanfar

Date of Submission
5th January 2008

Definition of Terms

Culture

Culture is the shared way of living and thinking that includes symbols and language, knowledge, beliefs, values, and norms. Culture includes all the assumptions and premises internalized by humans that organize the way in which reality is experienced (Harper 1998).

Gender

Gender refers to the array of socially constructed roles and relationships, personality traits, attitudes, behaviors, values, relative power and influence that society ascribes to the two sexes on a differential basis. Whereas biological sex is determined by genetic and anatomical characteristics, gender is an acquired identity that is learned, changes over time, and varies widely within and across cultures.

Gender is relational and refers not simply to women or men but to the relationship between them.¹

Gender Analysis

Gender analysis is a systematic way of looking at the different impacts of development, policies, programs and legislation on women and men that entails, first and foremost, collecting sex-disaggregated data and gender-sensitive information about the population concerned. Gender analysis can also include the examination of the multiple ways in which women and men, as social actors, engage in strategies to transform existing roles, relationships, and processes in their own interest and in the interest of others. *ILO 2000 and Gender and Biodiversity Research Guidelines Ottawa: International Development Research Centre, 1998.*

<http://www.idrc.ca:8080/biodiversity/tools/gender1-e.cfm> ILO

¹ Source for definitions: UN INSTRAW, <http://www.uninstraw.org/en/index.php?option=content&task=view&id=37&Itemid=76>, accessed 21 October 2007.

Gender Awareness

Gender awareness is an understanding that there are socially determined differences between women & men based on learned behavior, which affect their ability to access and control resources.

(Gender Training Kit <http://www.undp.org/women/docs/GenderAnalysisTrainModule.pdf> Gender-blind

This is the failure to recognize that gender is an essential determinant of social outcomes impacting on projects and policies. A gender blind approach assumes gender is not an influencing factor in projects, programs or policy.

(Gender Training Kit <http://www.undp.org/women/docs/GenderAnalysisTrainModule.pdf>

Gender Equality

Gender equality is based on the concept that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, prejudices, or fear of repercussions. Gender equality means that the different behaviours, aspirations and needs of women and men are considered, valued and favoured equally. It does not mean that women and men's roles must become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female.

(ABC of Women Worker's Rights and Gender Equality, Geneva: ILO, 2000.)

Gender Equity

Gender equity means fairness of treatment for women and men, according to their respective needs. This may include equal treatment or treatment that is different but considered equivalent in terms of rights, benefits, obligations and opportunities. In the development context, a gender equity goal often requires built-in measures to compensate for the historical and social disadvantages of women. *(Gender and*

Household Food Security. Rome: International Fund for Agricultural Development, 2001. <http://www.ifad.org/gender/glossary.htm>)

Gender Mainstreaming

The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, financing, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, such that inequality between men and women is not perpetuated. (ECOSOC 1997)

Gender planning

Gender planning entails taking into account that women and men have different needs based on their social relationships and roles, which are shaped by cultural, social, economic, and political conditions, expectations, and obligations within the family, community, and state. Gender planning involves, at all levels from policy to programs, taking into account women's and men's different roles and needs in ways that ensure gender equity and avoid perpetuating gender discrimination. (Gender Training Kit <http://www.undp.org/women/docs/GenderAnalysisTrainModule.pdf>)

Gender Roles

Gender roles are learned behaviors in a given society/community, or other special group, that condition which activities, tasks and responsibilities are perceived as male and female. Gender roles are affected by age, class, race, ethnicity, religion and by the geographical, economic and political environment. Changes in gender roles often occur in response to changing economic, natural or political circumstances, including development efforts.

(Gender Training Kit <http://www.undp.org/women/docs/GenderAnalysisTrainModule.pdf>)

Gender-sensitivity

Gender sensitivity encompasses the ability to acknowledge and highlight existing gender differences, issues and inequalities and incorporate these into strategies and actions.

(Gender Training Kit <http://www.undp.org/women/docs/GenderAnalysisTrainModule.pdf>)

Sex-disaggregated data

For a gender analysis, all data should be separated by sex in order to allow differential impacts on men and women to be measured.

(Gender Training Kit <http://www.undp.org/women/docs/GenderAnalysisTrainModule.pdf>)

INTRODUCTION

1.1 As a development perspective, 'gender' recognizes and addresses the social, cultural, political and economic structures, including behavior and attitudes that perpetuate inequities arising from socially-ascribed roles, status, and entitlements of women and men in society. The adoption of 'gender equity' as a cross cutting perspective in ANDS stems from a recognition that, historically, women have been denied of their human rights as citizens and continue to be disadvantaged in relation to men. In addition, the gender equity perspective acknowledges that women constitute a rich reservoir of human resources whose talents and energies are required in the rebuilding of the country. 'Social justice' and 'development effectiveness' are two interlinked principles that underline gender equity as a cross cutting agenda of ANDS. Furthermore, gender equity makes it possible for the government to bring women and their perspectives into public administration, make programs and services gender responsive, and enable government to engage female citizens in the business of governance. Gender equity makes good governance better.



Photo 1: women making decisions at the parliament.
SEAL/UNDP photo

1.2 Empowering women and realizing the Constitutional guarantee of equality in rights requires deliberate and carefully considered interventions that must be embedded into the processes and contents of need analysis, policy and program design, allocation of resources, implementation and monitoring of all ANDS measures. The *ANDS Gender Equity Cross Cutting Strategy* (AGE-CCS) is an overarching framework that combines the critical gender equity measures to be pursued through all ANDS sectors to empower women and attain gender equality. Its main purpose is to ensure that the overall outcomes of ANDS will significantly improve the status of women and avoid inadvertent negative impacts on their lives. It is a means through which the government, in partnership with the international community, NGOs, and other sectors of society, will continue to fulfil its commitments to women as provided in national policies and international treaties.

1.3 The strategy pursues a vision of 'a peaceful and progressive Afghanistan where women and men enjoy security, equal rights and opportunities in all spheres of life'. Its mission is to ensure that the outcomes of ANDS produce positive impacts on women's lives and women's potentials are fully developed and harnessed to realize the vision of ANDS. Its ultimate goal is 'gender equality', a condition where women and men fully enjoy their rights, equally contribute to and enjoy the benefits of development and neither is prevented from pursuing what is fair, good and necessary to live a full and satisfying life.¹ The vision and goal will be pursued through 'women's empowerment' and 'gender equity'. The former consists of

¹ NAPWA, p.14

approaches that build women's ability to take control of their life and exert positive influence on matters that affect themselves, their families and the well being of society, while the latter consists of remedial, sequential and progressive measures that compensate for and correct serious historical disadvantage of either women or men. Such approaches fall within a broader strategy called 'gender mainstreaming', a process of assessing the implications for women and men of any planned action, including legislation, financing, policies or programs in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, budgeting, implementation, monitoring and evaluation of policies and programs in all political, economic and social spheres, such that inequality between men and women is not perpetuated² and existing inequities are addressed.

1.4 To realize the above mentioned vision, the strategy adopts as medium term goal the elimination of all forms of discrimination against women, building of women's human capital, and strengthening of their leadership and participation in all spheres of life. Three immediate goals that are to be realized by 2013 have been prioritized based on considerations that are explained in 4.1. The immediate goals are: (a) to reach the 13 gender-specific benchmarks of the AC/IANDS, including the five-year priorities of the National Action Plan for the Women of Afghanistan (NAPWA); (b) to realize the gender commitments that are mainstreamed in each of the ANDS sectors; and (c) to develop basic institutional capacities of ministries and government agencies that are responsible for the implementation of the first two goals. The respective benchmarks and strategies for these three goals have been elaborated, along with an implementation strategy and monitoring and evaluation (M&E) arrangements. Annex A elaborates the outcomes, indicators, baselines and targets. A risk analysis is also included to anticipate the potential obstacles

² ECOSOC, 1997

and the measures that will address them. This strategy is accompanied by a list of existing and proposed projects for the next five years (Annex B). To promote shared understanding of the concepts used in this strategy, a glossary has also been included.

CONTEXT

A. Overview of women's situation

Presently, the status of Afghan women is among the worst in the world, especially in terms of health, education, economic status, exercise of rights, public participation and security. A combination of cultural, socio-economic, political, security and environmental factors continue to limit women's struggle to fully enjoy their rights and contribute meaningfully to the development of their communities and country. Among the major challenges that women face are widespread violence, discriminations, and absence in leadership positions. To improve women's status and reduce their poverty and vulnerability to injustices, these challenges have to be addressed. The following presents an analysis of women's situation in key sectors which the strategy will address in order to reduce poverty and social injustices.

1. Health

The status of Afghan women's health has reached an alarming level. Women's average life expectancy is only 44 years, which is at least 20 years lower than those of women from neighboring countries like Bangladesh and India (64), Pakistan (66) and Sri Lanka (77). Afghanistan's Maternal Mortality Ratio (MMR), estimated at 1,600 to 1,900 maternal deaths per 100,000 live births,³ is the second highest in the world, next to Sierra Leone. It is the most serious threat to women's lives in Afghanistan. The AC/

³ Afghanistan Multiple Indicators Cluster Survey (MICS2) Volume 1. Situation Analysis of Children and Women in the East of Afghanistan, September 2001. UNICEF.

IANDS targeted a 15% reduction in the maternal mortality ratio. This means that by 2010, the 1,600 deaths per 100,000 live births will be reduced to 1,360. Beyond this, the sector will reduce the maternal mortality ratio to 21% of the baseline in 2013 and to 50% of the baseline in 2015. The fertility rate of 6.6 children per woman is nearly one third higher than even the least developed countries' average of 5.02 children per woman.⁴ Aside from that, this pattern adds one million people to the population every year and gives the government a responsibility that the current economic and social infrastructures of Afghanistan are unprepared to support. This situation clearly calls for the immediate adoption of a national population policy. The incidence of tuberculosis is also high among women, with three times as many women as men recorded as suffering from tuberculosis in the 25-34 age group.⁵ Anemia occurs among 71% of pregnant women and 89% of non-pregnant women.⁶ Inadequate health services, poor access to health facilities as a result of underdeveloped transport system and insufficient number of clinics, low per capita expenditures on health (one dollar per person, as compared to the South Asia region's average of 21 dollars per person), lack of female health professionals, cultural constraints to women's mobility, lack of women's ability to make decisions about their health or to learn about health issues, and cultural restrictions to treatment by male health professionals are among the many causes of women's poor state of health. Violence against women constitutes another serious health hazard apart from being a human rights violation.

2. Education

Education is key to the full realization of women's human potential. It is a cornerstone for building women's human capital and a requirement for their meaningful participation, effective leadership and enjoyment of rights as citizens. Yet, Afghanistan ranks far below its neighbours with

respect to literacy, especially for adult women, whose 11% literacy rate is nearly three times worse than that of men (32%).⁷ The overall literacy for women is 18% which is also one half of the overall literacy of 36% for men.⁸ These data imply that education measures that focus on illiterate women will contribute to women's empowerment and considerably improve the overall literacy rate in the country. As of 2005, even with the intensified campaign of the government to increase girls' enrolment, girls constitute only 35.9% of over 4.2 million pupils in grades 1-6 and 24.1% of the 626,569 secondary and high school students.⁹ The government has targeted a net enrolment ratio of 100% for both girls and boys by 2020, which is 12 years from the start of ANDS. Given the current net enrolment ratio of 29% for girls in the age group 6-13, the Ministry of Education (MOE) will have to ensure an annual minimum increase of 5.9% on girls' enrolment at the primary school level, which will accumulate to 100 percent in 12 years. However, given the IANDS target of 60% by 2010, or two (2) years from the adoption of ANDS, the MOE has to achieve at least 15.5% annual increase for the period 2008-2010.

Disaggregating national data by province shows an even more alarming situation. In 2006, out of the 41,787 students in colleges and universities in Afghanistan, only 21.5% were females. The same data sets showed also that there were no female students in Paktia and Khost while the proportion of female students in Kandahar University, Kabul Polly-technique University, Alberoni University and Bamyan University is a dismal 4% and below. Girls comprised only 1 out of 4 college/university graduates in 2005 and 2006. Vocational and technical schools continue to be male dominated with only 1.4% female representation in technical schools and 16.2% in vocational schools as of 2005.¹⁰

4 Best Estimates of Social Indicators for Children in Afghanistan 1990-2005. Islamic Republic of Afghanistan/UNICEF, 2005.

5 NRVA, 2005.

6 Planning Department, Ministry of Education, 2007.

7 Afghanistan National Human Development Report, UNDP, 2007.

8 NAPWA Final draft, 2007

9 Ibid

10 ADB Key Indicators 2006

One of the factors that sustain the low enrolment of girls is the lack of female teachers. The IANDS targeted a 50% increase in female teachers by 2010. However, given that women only comprise 28.1% of the total in 2005, the MOE has to realize an additional annual increase of 10.9% in the first two years of ANDS. Female representation of students and teachers in all educational levels are lower in rural than in urban areas. While nearly 64% of the school teachers in Kabul are women, women's representation is less than 5% in the provinces as Kunar, Paktika, Khost and Uruzgan. At the university level, only 15.3% of the total teaching staff is female, with Paktia, Takhar, and Khost having no women in the teaching staff at all. The proportion of female teachers at the tertiary level is lowest in Kandahar (6.9%), Nangarhar (3.0%) and Alberoni (2.2%). Another factor contributing to low literacy among girls is the small number of girls' schools. Of the 415 educational districts of the country, 29% has no designated girls' schools at all. The low status of women in education is partially a consequence of restrictions imposed on women's education during the Taliban rule and remains observed in some areas of the South. Low attendance of girls is further reinforced by continued insecurity in many regions of the country, inadequate or distant schools, lack of latrines, water and other facilities, absence of female teachers, poverty-related restrictions, early marriages and early motherhood, domestic chores, and most of all, by the low appreciation of the importance of girls' education.

3. Economy, work and poverty

Women constitute the majority among the poorest people of the country. Therefore, eradicating poverty among women will not only substantially improve women's well-being, socio economic position and communities. It will also have a very substantial impact on the reduction of national poverty. Afghanistan and Afghan women fall at the bottom of global poverty indices, with a Human Development Index (HDI) value of 0.345 and a Gender Development Index (GDI) value of

0.310, ranking Afghanistan as 5th and 2nd lowest in standard of living and gender disparity in standard of living in the world, respectively.¹¹ Poverty is highly pervasive in the country and impacts on women and men's life differently. Discrimination against women, manifested in the imposition of limited social, economic and political roles and entitlements, makes women more susceptible to poverty and exacerbates the way they experience deprivation. The extreme poverty found in Afghanistan places women in a poverty trap that causes their poor health, low education, deprivation of rights and disempowerment, which then in turn collectively contribute to their continued poverty. Poor, uneducated, unhealthy mothers tend to raise poor, uneducated and unhealthy children.¹² Local studies show that skewed power relations within the family result in uneven sharing of the hardships of poverty among members of the household. For example, female household members receive a lower quality and quantity of food than male members and the percentage of girls aged 7-14 who work without pay tends to be higher than that of boys of the same age. A measure of the gender disparity in Afghanistan is provided by the comparison of the female-male GDP based on PPP (Purchasing Power Parity) which is estimated at \$402 for women, compared to \$1,182 for men in 2002. This means that within the overall situation of poverty in Afghanistan, women are approximately three times economically worse off than men.¹³

Women represent at least 30 percent of agricultural workers. They are often engaged in livestock, home based post harvesting activities, micro enterprises, and home industries but they have very limited access to productive assets such as capital, information, technology and markets.

Women's wages are also significantly lower than those of men. According to NRVA 2003, the wage

11 Women, Peace and Security in Afghanistan, Implementation of United Nations Security Council Resolution 1325, Five Years on Post Bonn: Gains and Gaps, Medica Mondiale, January 2007.

12 Supreme Court, Afghanistan, July 2007.

13 Attorney General's Office, December 2006

ratios of women compared to men were 51% for planting, 61% for harvesting, and 50% for other farm work. In non-farm occupations, the wages paid to women for making handicrafts is only 41% of men's wage, and for weaving, the ratio is 53%. A woman gathering firewood only fetches 53% of a man's pay. Recent data on the share of women in wage employment in the non-agricultural sector are not available in Afghanistan but in 1990, the share of women in wage employment in the non-agricultural sector was only 17.8%¹⁴. NRVA 2005 found that 4% of the households in Afghanistan participated in cash for work. Of them, 89% were men only, 3% women only, and 4% children only.

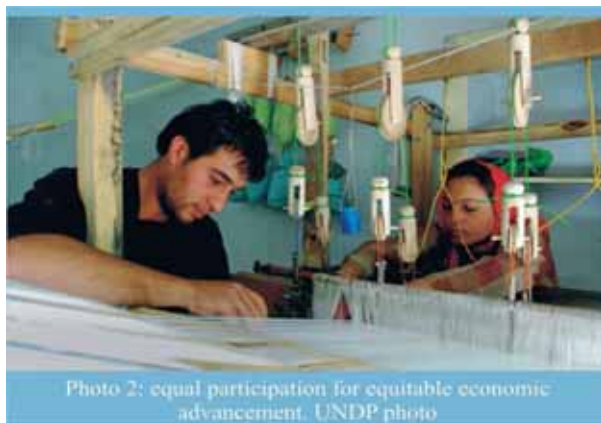


Photo 2: equal participation for equitable economic advancement. UNDP photo

The current definition of 'economically active/inactive' population categorizes women engaged in unpaid productive family work as inactive, which renders their economic contributions invisible and reinforces their low self-esteem and status in the family. Much of women's vital economic work within the family unit is not acknowledged, partly because it is not visible outside the household and its financial aspects are handled by men. According to this classification, statistics indicate that only 38.2% of economically active people in the country are women. In the business sector, data from the Center for International Private Enterprises (CIPE) shows that as of 2004, only an estimated 5% of businesses in Afghanistan in 2004 were run by women. Another fact worth noting is the impact of poverty on children. According to UNICEF, poverty, lack

¹⁴ ADB Key Indicators 2006



Photo 3: mastering new skill, carpentry is no longer men's world only. UNDP photo

of educational opportunities and the demand for cheap labor are helping fuel the prevalence of child labor across the country. Nearly one quarter of Afghan children between the ages of seven and 14 are working, with more girls working than boys. Although both women and men experience poverty, it is more difficult for women to get out of the poverty trap because of cultural limitations affecting their rights to own property, inherit, move in public spaces, and make decisions. Women's reproductive function and the gender-based division of labor within the family also contribute to the difficulties of women in exercising their economic rights and accessing income generating opportunities. .

4. Legal Protection and Human Rights

The Constitution has outlawed gender based discrimination and guarantees equality between women and men. In reality, however, enjoyment of women's rights remains elusive throughout the country. "The justice institutions responsible for upholding and applying laws remain in disarray, along with the education system that supplies the professionals to these institutions. Currently, the formal justice system has only limited legitimacy and reach, perpetuating Afghans' reliance on customary mechanisms of dispute settlement" that are "infused with customs that severely violate women's human rights. The exchange of women for settlement of local and tribal conflicts, forced and early child marriages, exchange of women for economic gains to the family, and denial of women's inheritance rights are only a few of

these practices.”¹⁵ Gender based discrimination continues to exist in current laws such as Article 249 of the Civil Code which sets different ages for girls and boys with respect to period of parental care. Women’s rights to property and inheritance are not upheld, and the bride’s *maher* is given to the bride’s family even if it rightfully belongs to the bride according to law and Islam. There are also studies showing that women are held in prison even when they themselves are the victims, and their cases are judged based on the tribal law of traditions rather than of codified laws.¹⁶ In addition, women’s leadership and participation in the justice sector remains low. They represent only 4.7% of judges,¹⁷ 6.1% of attorneys, and 6.4% of prosecutors.¹⁸

Different forms of violence against women are very common in Afghan society and generally go unreported and unpunished. The generally low regard that society gives to women, male domination in the family, cultural traditions and generally low self-esteem of women themselves, along with absence of adequate support to address injustices, contribute to the continuation of women’s inability to exercise their rights as guaranteed under the Constitution and other international protocols and conventions to which Afghanistan is a Party, such as the Convention on the Elimination of all forms of Discrimination against Women (CEDAW). Apart from the weaknesses of the formal legal system itself, women’s access to the system to find redress of injustices is also very low as a result of cultural restrictions to women’s movement, experience-based fear and distrust of the system as well as shame and gender issues within the community.

15 NAPWA, pp. 36-37.

16 Women, Peace and Security in Afghanistan, Implementation of United Nations Security Council Resolution 1325, Five Years on Post Bonn: Gains and Gaps, Medica Mondiale, January 2007.

17 Supreme Court, Afghanistan, July 2007.

18 Attorney General’s Office, December 2006

5. Leadership and Political Participation



There have been measurable improvements on women’s participation in public life over the past five years. Women now represent 25%¹⁹ of the National Assembly and hold one sixth of the seats in the Upper House, ranking Afghanistan as 20th among countries with the highest representation of women in the Legislature. Women are also increasingly becoming visible in all sectors, including commerce, communications, technology, engineering, media, public works, mines, industries, security, defence, civil service, and many others. In spite of these, women’s leadership and participation in all sectors remain low. Among the countries of South Asia, the Gender Development Index (GDI) of Afghanistan is the lowest, placed at 0.310 in 2007.²⁰ The Gender Empowerment Measure (GEM), which shows women’s participation in political and economic life, has never been computed in Afghanistan due to lack of data.

Within the civil service, women comprise 22.3% of regular employees in 2006 which is a very significant decline from women’s recorded participation of 31.2% in 2005. The decline has been attributed to the implementation of the Priority Reform and Restructuring Program (PRR), which began in 2005. For the same reason, the participation of female contractual workers also declined from 10.3% in 2005 to 7.5% in 2006.²¹ In addition, recent

19 Human Development Report, 2007.

20 Afghanistan NHDR, 2004.

21 Central Statistics Office, unpublished data collected for

data shows that of the total of 40 ministries and government bodies, only two ministries meet the minimum of 30% representation of women, namely MOWA (62.7%) and MOLSAMD (55.5%). Approximately one half (21) of the ministries and government bodies have less than 10% women in the workforce. Over 50% of women in regular positions have only reached or finished high school, and nearly half of government contract workers, women and men, had no education at all. These data raise the question of how those women who lost jobs as a result of the PRR coped with the sudden loss of income. Attaining the minimum target of 30% representation of women in governance institutions by 2020 would remain elusive unless such big programs as PRR deliberately address their negative impact on women. Given the figure of 22.3% as baseline, the government will have to achieve a minimum annual increase of 2% in women's participation, resulting in some overall average of 32.3% by the end of ANDS' time frame. The 2% annual target will have to be proportionately adjusted for each ministry, depending on its current level of women's participation. Accelerating the attainment of the target may be ambitious but is necessary in enabling government to effectively engage its female constituency especially in the next five years.

Women appointed to decision making positions comprised a dismal 9% of the total between September 2005 and September 2006. Again, only two government entities surpassed the minimum 30% baseline, namely: MOWA (90.9%) and Independent Appointment Board (50.0%). The remaining 23 listed ministries/agencies have less than 15% women among decision makers, with 12 of them having no women at all in such positions. The present Cabinet has 25 ministers, of whom only one (4%) is a woman. Among the 17 Ambassadors in its mission abroad in early 2007, only 2 (12%) are women. At the community level, the government has mandated the National Solidarity Program (NSP) to ensure women's

Afghanistan Statistical Yearbook 2007, Kabul, Afghanistan.

participation as actors and beneficiaries but data are not available with respect to women's leadership and participation at present. Women's leadership and participation is hindered by many factors, including pervasive cultural resistance, restrictions to women's mobility, low confidence and recognition of women's ability, influence of male relatives, and weak capacity among women.

6. Security

The difficulties that women experience in life are worsened by the poor security situation in the country. Women and their families are being displaced and their social and economic life is disrupted by ongoing armed conflict in certain areas of the country. Between July 2005 to February 2007, 192 schools were attacked, looted, burned down or otherwise destroyed by rebels, further reducing the already limited educational facilities in rural areas.

Likewise, the growing involvement of women in non-domestic activities and constant advocacy for women's equality with men may also be contributing to the rise of violence against women (VAW) in domestic and public spaces. However, women's low status within society, disempowerment and the pervasive culture of female subordination remain the leading causes of VAW. Forced marriage, especially for underage girls and widows, as well as physical, sexual and verbal abuse are rampant, but the lack of formal reporting, recording and analysis of cases hinder the adoption of measures to address them. Domestic violence, perpetrated largely by intimate partners,²² is still a hidden phenomenon that necessitates education and legal measures such as improved family law, protection for women at risk, counselling, and support for the economic autonomy of survivors of violence. Public violence, assaults and verbal harassment that are specifically motivated to undermine

22 'The Situation of Women and Girls in Afghanistan', Report of the Secretary General, United Nations Economic and Social Council, Commission on the Status of Women, 48th Session; March 2004

women's advancement²³ systematically deny women their rights. Women's participation in the sector is also marginal. As of July 2007, there were 275 female police personnel in the country, comprising 0.4% of the total police force. Women constituted 6.5% of the administrative employees and 7.9% of the contract workers and cleaners in the police force.²⁴ In the Afghan National Army (ANA), the picture is the same, with women comprising 0.6% of the total military personnel. A gender perspective is essential to address the impacts of insecurity on women. Also, in terms of peace building, women are not recognized yet for their potential contributions. The huge gap on women's representation in the sector needs to be addressed.



B. Measures and responses to women's situation

The past six years registered modest but significant achievements in advancing women's status. A robust policy framework was set in place and institutional mechanisms for gender mainstreaming were established at the ministry, inter-ministerial and inter-agency levels. So far, however, the effectiveness of such policies and institutional mechanism has been limited. Women-focused and gender mainstreaming programs and projects are being implemented by different ministries and by NGOs at the national and sub-national levels, mostly with international support. Some gender expertise is available, but so far,

²³ Ministry of Interior, July 2007

²⁴ Moving to the mainstream: Integrating gender in Afghanistan's national policy. AREU Working Paper Series, pre-published report, 2007.

only through an informal network of international and national gender advisers. Capacity building programs are being implemented in MOWA and a number of other ministries with assistance from international agencies and the support of NGOs.

1. Policy developments

The commitment to improve the status of women is reflected in a number of Afghanistan's major policy frameworks. The Declaration signed by President Hamid Karzai in January 2002 guarantees equality between women and men, equal protection under the law, education in all disciplines, freedom of movement, and freedom of speech and political participation. Women's rights and participation were explicitly cited as both a requirement and a vision of national peace and reconstruction under the Bonn Agreement. The Constitution outlaws gender based discrimination and guarantees equality between women and men while recognizing women's equal rights and assuring them of support in the fields of education, family, health, policy and decision making, maternity benefits and political participation. Laws and policies that have remaining vestiges of inequality have been mapped out and are being lined up for amendment.

The Afghanistan MDGs set 5 targets under Goals 2, 3, and 5, directly addressing the problem of excessively high maternal deaths and inequalities in education, economic participation, access to justice, and political participation. The Berlin Plan of Action reiterates the Constitutional guarantees of equality and non-discrimination and reinforced the Afghanistan MDG goals on education. More importantly, the Plan asserts that government shall ensure that gender is mainstreamed in policies and programs of all sectors. In affirmation of and in compliance with the Constitutional guarantee of equality between women and men in rights and responsibilities, AC and IANDS principles emphasize capacity building for women and men on equal terms. Both policy frameworks also recognized gender as a cross cutting priority,

adopted a goal on gender equality, articulated a ten-point strategy for sustaining gender equality, and adopted 13 gender-specific benchmarks for various sectors including the high level benchmark for development and implementation of NAPWA. This plan identifies specific measures to address pressing issues of women in the sectors of: security; legal protection and human rights; leadership and political participation; economy, work and poverty; health; and education.

Afghanistan also ratified CEDAW in 2003, thereby committing itself to abolish all discriminatory provisions in the country's legal framework, as well as in the policies of State bodies and agencies. As a party to CEDAW, the government is committed to fulfilling its obligations to work towards the transformation of socio-cultural norms and values that tend to relegate women to a lower status and leave them with fewer rights and entitlements because such factors often obstruct the full implementation of gender equal provisions of laws and policies. As one of the UN member States, Afghanistan is committed to implement applicable measures under the Beijing Platform for Action, which is the global framework for the advancement of women. UN Resolution 1325, which recognizes the critical role of women in promoting peace and security and calls for increased representation of women in decision making, is being observed by a number of institutions, and a few groups monitor the extent of compliance to its provisions. These gains, however, will not redound to gender equality unless they are implemented, which is the purpose of this strategy paper.

2. Program developments

Although there are many known initiatives on women/gender, it is difficult to assess how such projects have contributed to the improvement of women's lives. Data on programs and projects are not readily available, and aside from one study conducted by the Department of Social Sciences of the National Center for Policy Research of

Kabul University in July 2004, there has been no comprehensive effort to compile and analyze the effect of such initiatives in the recent period. This study, which covered 943 projects, showed that an overwhelming majority of the projects (56%) were implemented in Kabul. A great percentage (36.7%) of the projects with known duration had a life span of only one day, raising doubts about the impact they may have created in such a limited time frame. Most (45.7%) of the projects with a known number of participants had an average of 33 participants. It was unclear whether this number includes women alone. The study identified a large number of donors (109) and numerous types of projects, ranging from practical office skills development to legal awareness and projects with a thematic orientation such as the environment, art and culture, and local administration. The study concluded that little real attention was given to women, the number of participants was small, and the projects were temporary, short term, or implemented one time only. The assistance and projects were concentrated in Kabul and only a small amount of funds and assistance had been channelled to private or civil society organizations. Given this situation, there is a clear need to set up a system for recording and analyzing data about programs and projects with respect to women and gender. Potential duplications, misdirected focus, and waste of resources may well exist and is likely to continue unless an oversight mechanism, functioning like a clearinghouse, is instituted to monitor and link their substantive outcomes.

3. Institutional mechanisms on gender

The Ministry of Women's Affairs (MOWA) was established as the national machinery for the advancement of women, with the mandate to coordinate, monitor, and advise the government apparatus on appropriate measures to realize its commitments to women. MOWA has a directorate in all 34 provinces of the country that serves as primary link of the government to women constituents across the country. A recent study of ten ministries shows the proliferation of

gender mechanisms known as gender unit, gender working group or task force, women's shura, focal point, women's representative, and gender consultants (either national or international) in the concerned ministries.[□] They perform a variety of roles and functions, from serving as links to MOWA, to conducting seminars on gender, responding to women's issues within their own ministry, and initiating women-related events such as celebration of international women's day. Most notable of these mechanisms is the Gender Budgeting Unit of the Ministry of Finance (MOF) which strengthens the ministry's capacity to make the budgeting processes gender sensitive. MOWA convenes these mechanisms periodically to discuss the progress and resolve issues affecting their work. However, little is known about the performance and effectiveness of such mechanisms. Moreover, considering that there is more than one mechanism in some ministries, there is a need to examine the relationship of their mandate with each other, as well as the factors that promote or hinder their effectiveness. In the provinces, MOWA's data indicate that there is a total of 3,500 community women's shuras that serve as mechanisms for women to come together and discuss common issues at the community level. There is also a need to examine how such mechanisms could be mobilized for the implementation of this strategy. It is also worth noting that day care and transportation facilities exist in nearly all ministries, which ease the stress of child care and mobility for parents working in the government, especially women.

Inter-ministerial and inter-agency bodies that initiate, coordinate, and monitor gender equality measures are also operational, such as the Inter-ministerial Commission for the Elimination of Violence against Women (CEVAW), Inter-ministerial Working Group on Gender and Statistics (IWGGS), and the NGO Coordination Council. To reach the AC and IANDS benchmarks on gender, ANDS created the CG2 Working Group on Gender, Cross Cutting Consultative Group on Gender (CCCCG-GE), Technical Advisory Group

for Women and Children (TAG) as one of the sub-working groups within the legal reform working group, and Sub Working Group on Vulnerable Women, all of which have helped keep gender high in the agenda of macro development processes. Notable initiatives with regard to gender and statistics include the production of *'Women and Men in Afghanistan: baseline statistics on gender'* by MOWA, in partnership with the Central Statistics Office (CSO). A number of international agencies continue to cooperate in building MOWA's institutional capacity to lead government in promoting women's advancement. Although capacities for gender mainstreaming remain generally low, there exists an informal network of gender experts and advocates that actively supports gender mainstreaming across sectors, resulting in initial advancements in policy review and implementation of certain programs with a gender perspective. The Parliament also established a women's committee that reviews and actively influences the contents of proposed policies from a gender perspective and discusses policy options on issues affecting women. While commendable, there is a need to strengthen further the capacity, coordination, and usefulness of the above mechanisms in implementing this strategy. The use of province-disaggregated data in programming is also essential so that the interventions can be directed to the areas that need them most.

C. The imperative of gender equity as a cross cutting agenda of ANDS

It is clear from the above data that the representative face of women in the country is that of an unhealthy, illiterate, unskilled, impoverished, subordinated, and battered human being who is unable to access support or help herself, constantly threatened by violence, and excluded from the mainstream of national life. 'Social justice' and 'development efficiency' demand a focus on women's empowerment through gender equity that will redound to elimination of all forms of discrimination against women, improvement of

women's human capital, and their substantial participation in national development. ANDS is challenged to put considerable attention and investments on women since reversing women's disadvantage means unleashing an enormous reservoir of human resources whose energies could fuel national progress. More importantly, it means enabling women to enjoy the full spectrum of human rights as human beings in their own right.

Unfortunately, the repercussions of being unhealthy, illiterate, unskilled, impoverished, discriminated against and marginalized are about to reach a breaking point in Afghanistan, where natural resources, infrastructure, facilities and life amenities have been devastated by decades of armed conflict. Inadequate roads, transportation, telecommunication facilities, agricultural and environmental resources, water, energy, and income opportunities exacerbate people's difficulties and weaken their ability to rebuild their lives without State interventions. Some people resort to illicit means of eking out a living, thereby compounding the problems

of government. Good governance is needed to reconstruct an environment that is conducive to the rebuilding of people's lives.

But good governance without gender equity is not good enough. Governance and social institutions are the bedrock of patriarchy, which perpetuates legitimized oppression of women throughout the country. ANDS therefore recognizes that the improvement of women's status could only be realized through ridding institutions of gender biases that will make the government more effective in engaging women as participants, partners and targeted beneficiaries in the pursuit of progress.

The realization of women's rights and harnessing of their contributions to development requires a spectrum of coherently crafted interventions that run across all sectors of ANDS. This is the rationale for making gender equity a cross-cutting priority of ANDS. Within this perspective, gender equity does not only promote good governance. It makes good governance better. It may be a daunting challenge, but it is not unattainable.

CHAPTER 1

STRATEGIC VISION AND GOALS

STRATEGIC VISION

The Gender Equity Cross Cutting Strategy aims at strengthening the ANDS' overarching vision of lasting peace and sustainable progress in Afghanistan - a peaceful and progressive Afghanistan where women and men enjoy security, equal rights and opportunities in all spheres of life.

In more specific terms, this strategy envisions that five years from now, a significant number of government instrumentalities would have embraced gender equity and deliberately addressed women's development needs and current difficulties in their respective sector areas of operation. This change will be indicated by new efforts to refine policies, strategies, budgets and programs from a gender equity perspective, increased expenditures on gender equity measures, increasing number of ministries with functional gender-equity promoting mechanisms and professionals who are knowledgeable, trained

and technically capable to perform their duties in response to the gender-differentiated needs as well as other indicators that will be agreed upon in the ANDS CCG on Gender Equity.

The strategy also expects to see measurable improvements in women's status as evidenced by reduced illiteracy; higher net enrolment in school at all levels; recognition for productive work done in terms of control over income and visibility in statistics; equal wages for equal work; lower maternal mortality and improved access to health services; increasing leadership and participation in all spheres of life, greater economic opportunities as well as access to and control over productive assets and income earned; adequate access to justice systems that are gender sensitive; and reduced vulnerability to violence in public and domestic spheres.

To ensure progress in each of these areas, indicators based on reliable data will be devised, valid baselines will be established, results will be tracked and monitored, and under-achieving inputs and actions will be quickly identified and corrected. The strategies of each sector will provide the baselines and specific indicators for measuring improvements.

This strategy also envisions some transformation towards accepting gender equality occurring in the society that can be measured through surveys and research. Greater acceptance of women's participation in public affairs, increased appreciation of the value of female



Photo 6: equal participation of women and men for equitable development. ANDS public awareness material

education, increasing numbers of influential men championing women's rights, and greater numbers and visibility of women in the policy discussions of issues affecting the nation are among the changes that would be monitored in this regard.

GOALS

A. Long term goal

The ultimate goal is gender equality, a condition where women and men fully enjoy their rights, equally contribute to and enjoy the benefits of development and neither is prevented from pursuing what is fair, good and necessary to live a full and satisfying life.¹

The vision and goals will be pursued through 'women's empowerment' and 'gender equity'. The former consists of approaches that build women's ability to take control of their life and exert positive influence on matters that affect the well being of themselves, their families and society, while the latter consists of remedial, sequential and progressive measures that compensate for and correct the serious, historical disadvantage of women or men.

B. Mid-term goals

The three-pronged gender equity goal of the Interim ANDS is the intermediate goal of this strategy – to eliminate all forms of discrimination against women, build women's human capital, and strengthen their leadership and participation in all spheres of life. However, full realization of this goal takes longer than the present life of the ANDS. Hence, the strategy seeks to inform all subsequent development policies and strategies of the government to pursue the same goal for the realization of gender equitable development.

C. Short term goals

The immediate goal of the Gender Equity Cross Cutting Strategy has three components:

- To reach the 13 gender-specific benchmarks of the AC/IANDS, including the 5-year priorities of NAPWA;
- To realize the gender commitments that are mainstreamed in each of the ANDS sectors; and To develop basic institutional capacities of ministries and government agencies that are responsible for implementing activities to reach the first two goals.

This strategy will enable the government to actively address gender equity in State institutions to promote women's status. The government policies, strategies, budgets and programs will be designed from the perspective of gender equity. Adequate allocation of resources will be ensured by all ministries and organizations to support gender equity measures. Opportunities will be created to help enhance the technical understanding and capacities of civil servants – female and male – to ensure that programs and activities are implemented in a gender responsive manner.

The strategy will guide and enable overall poverty reduction efforts to be responsive to gender differentiated needs of women and men, facilitating measurable improvements in women's lives and status.

The Gender Equity Sector Strategy will inform sector strategies on how to promote gender mainstreaming in each sector and will address the three major challenges to women's advancement, namely poor human capital, discrimination, and poor participation and leadership in the process of governance.

¹ NAPWA, p.14

CHAPTER 2

CORE PRIORITIES AND STRATEGIES

The goals will be achieved through gender mainstreaming, a process of assessing and addressing the implications for women and men of any planned action, including legislation, policies, budgeting and programming in any area and all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, budgeting, implementation, monitoring and evaluation of policies and programs in all political, economic and social spheres, such that inequality between men and women are addressed and not perpetuated¹.

FOCUS, PRIORITIES AND BENCHMARKS

The government is set to pursue gender equitable development. The AMDG gender equity goals, AC and ANDS benchmarks are all geared towards achieving this goal. However, the present state of technical capacity of various entities and organizations and the magnitude of the task make gender mainstreaming an enormous challenge. This calls for a systematic change process with clear set of objectives, target results and time frames. The Gender Equity Cross Cutting Strategy therefore prioritizes three areas of action: (a) implementation of the gender benchmarks of the AC/IANDS, including the five-year priorities of NAPWA; (b) implementation of the gender specific commitments mainstreamed in all sectors; and (c) development of gender technical capacity of government entities. Details of these priorities are described below, along with the key benchmarks and implementation strategies. The

specific benchmarks that pertain to changes in the status of women are in the strategy of each sector.

STRATEGIC BENCHMARKS

A. Benchmark 1 - By 2013, all of the 13 gender benchmarks of AC/IANDS, including the five-year priorities of NAPWA shall have been fully implemented

To reach this benchmark, concerned government ministries/agencies are mandated to continue the actions that they have been taking since 2006 to implement the gender specific benchmarks of the AC and IANDS. There are 13 gender AC/IANDS benchmarks, including NAPWA. Since NAPWA is a high level benchmark that unifies under a single framework all the gender benchmarks and gender goals of the Afghanistan Millennium Development Goals (AMDG), its relationship with the rest of the benchmarks needs to be clarified. NAPWA is a ten-year plan of action that focuses on six areas of concern that were prioritized because of their strategic importance to the improvement of women's lives. They were also selected because the government made specific gender commitments to women in those areas. More importantly, they represent areas requiring urgent, priority attention. The 6 areas are: (1) Security; (2) Legal Protection and Human Rights; (3) Leadership and Political Participation; (4) Economy, Work and Poverty; (5) Health; and (6) Education.

¹ ECOSOC, 1997

NAPWA absorbs the six gender targets AMDGs and the 13 AC/IANDS gender related benchmarks. NAPWA positions them within a holistic framework that addresses the root causes of the gender issues concerned. For example, the health benchmark on the reduction of maternal mortality addresses the issue of excessively high maternal deaths in the country. NAPWA goes beyond seeing maternal deaths as a health concern and diagnoses the factors that contribute to it, such as insecurity, lack of education, poor infrastructure, poverty, lack of women's decision making ability, low participation of women in the health sector, early marriage, and others. Through NAPWA, the strategy to reduce maternal mortality took a holistic, inter-sectoral viewpoint. This is an important perspective to take when addressing gender concerns because the development apparatus of the government is designed to function sectorally and the imperative of cross-sectoral synergy has not yet been fully recognized or appreciated in the development community. Within this context, NAPWA serves as a reference point for specific actions to take to achieve the AC/IANDS benchmarks.

The original benchmark on NAPWA calls for its full implementation by 2010. However, the broad range of issues and actions that NAPWA covers renders its "full" implementation by 2010 unattainable. For this reason, the timeline for its implementation will be revised accordingly. During the ANDS period, NAPWA will focus on a 5-year slice of its agenda, concentrating on components most relevant to the attainment of the AC/ANDS benchmarks and those of the six gender targets of AMDG.

The table below illustrates the relationship between the AMDG, AC/IANDS benchmarks, NAPWA priorities, and the gender commitments articulated in the strategies of the different sectors of ANDS. The interpretation of actions to be taken with respect to the benchmarks on legal protection and human rights, leadership and political participation, economy, work and poverty, health and education goes beyond what the following matrix provides. See Chapters 2-6 of NAPWA for details of actions to be taken in those sectors.

TABLE 1: OVERVIEW OF GENDER EQUITY COMMITMENTS

AMDG (2020)	AC/ANDS (2006-2010)	5-year Priority of NAPWA (2008-2013)	ANDS (2008-2013)	Responsible Sector
Increase female participation in elected and appointed bodies at all levels of governance to 30% by 2020	In line with Afghanistan's MDGs, female participation in all governance institutions, including elected and appointed bodies and the civil service will be strengthened	<p>Adopt and implement a comprehensive leadership and capacity building strategy for women with the following components: (a) creation of a body responsible for promoting women's leadership and participation in government; (b) affirmative action policy; (c) career planning and capacity building program for women; (d) organizing of and solidarity building among women in government; (e) awareness of government officials and staff; (f) family care systems; (g) accountability; (h) monitoring; and (h) civic education</p> <p>Eliminate violence against women in public and private spaces, including adoption and implementation of policies against sexual harassment, counseling, conflict management, etc.</p> <p>Build partnerships between and among women and men in government</p> <p>Increase opportunities and mechanisms for women's leadership and participation in communities</p>	<p>Implement affirmative action policy and program in the civil service, including in recruitment and training</p> <p>Implement civil service capacity development programs with focus on women's participation</p> <p>Raise the gender awareness of government officials and staff</p> <p>Adopt and enforce a legislation against VAW</p> <p>Promote women's participation in political processes as voters, office seekers, or office holders, swift punishment of those preventing female involvement in elections, safe transport to and from polling places if needed</p> <p>Undertake widespread media campaign and other sub-national activities, focused on biases affecting women and the promotion of their involvement in political processes to address those issues</p> <p>Develop required civics courses in schools, highlighting the right and need for female participation in governance, create youth groups engaged in relevant political and governance issues, provide opportunities for mock campaigning and elections within schools and youth groups and clubs</p> <p>Highlight achievement of famous Afghan women in history curriculum</p> <p>Create a governance unit within MOWA to promote women's involvement in political processes at all levels and as voters and candidates</p> <p>Sex-disaggregate all human related statistics of government; develop gender capacity within Central Statistics Office</p> <p>Mainstream gender in the National Governance Program</p> <p>Develop and adopt gender sensitive service delivery indicators</p> <p>Pursue the protection of women in public space</p> <p>Allot a specific percentage to employ capable physically impaired women and men in the public sector</p>	Governance and Public Administrative Reform

AMDG (2020)	AC/IANDS (2006-2010)	5-year Priority of NAPWA (2008-2013)	ANDS (2008-2013)	Responsible Sector
Reduce gender disparity in access to justice by 50% by 2015 and completed by 2020	Prisons will have separate facilities for women and juveniles	<p>Reform and amend legal frameworks to protect the rights of women and girls</p> <p>Improve women's access to justice through training of justice officials, legal aid clinics, paralegal training, national network of lawyers, referral services, and strengthening of family courts</p> <p>Reform law enforcement through training on correct application of laws, training schools and universities to refer VAW cases, data base development, and compensation to women and men wrongly imprisoned</p> <p>Promote legal awareness of/on women through dissemination of awareness materials, literacy courses and public information campaign, partnership with organizations engaged in public information and advocacy, inclusion of women's rights in curricula and others.</p>	<p>Development of comprehensive correction and sentencing policies for female and male adults and for juveniles, the centerpiece of which will be reform of prisons, separate custodial arrangement for female and male offenders and reform for juveniles</p> <p>Upgrade the capacity of prison staff in respecting rights of detainees and prisoners</p> <p>Improve conditions of detention centers to ensure separate facilities for women and men</p>	Justice and Rule of Law
<p>Ensure that by 2020, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling</p> <p>Eliminate gender inequality in all levels of education no later than 2020</p>	<p>In line with Afghanistan MDGs, net enrolment in primary school for girls and boys will be at least 60% and 70% respectively</p>	<p>Enforce national policy on compulsory education</p> <p>Adopt affirmative action and an incentive structure for female education</p> <p>Improve women/girls' access to education and educational infrastructures</p> <p>Address issues of safety and security as well as social factors impeding women's access to education</p> <p>Provide incentives to reduce drop outs among girls</p>	<p>Identify specific reasons why girls drop out of schools and develop and implement measures to reduce drop out rates</p> <p>Consult research and experience in other countries to identify similarities and model interventions for adaptation, if available</p> <p>Address constraints to girls' education, including security, social resistance to female education and insufficient female teachers and school facilities</p> <p>Launch widespread multi-media campaign directed toward parents and designed to associate prestige and honor with educating/educated daughters</p> <p>Consider remunerating parents for costs associated with girls' education, i.e. transport, uniforms, textbooks, withdrawal of work at home and others</p> <p>Gender gap will be reduced through food for education</p>	Education and Sports

AMDG (2020)	AC/IANDS (2006-2010)	5-year Priority of NAPWA (2008-2013)	ANDS (2008-2013)	Responsible Sector
	Female teachers will be increased by 50%	<p>Adopt affirmative action to encourage women to pursue careers as teachers, particularly in remote areas</p> <p>Provide temporary incentives like salary increase and opportunities for training of women to become and remain as teachers</p>	<p>Recruit and train additional teachers, especially female teachers</p> <p>Expand recruitment and training of new female teachers</p> <p>Construct female-friendly facilities in schools and buildings to attract more women</p> <p>Define minimum standards for teacher accreditation and give support to female teachers to meet such minimum standards</p> <p>Launch widespread multi-media campaign, extolling virtues of teaching for women as well as men, use Islamic respect for learning</p> <p>Consider retraining and reintegrating former women civil servants who were laid off due to the PRR</p>	
Reduce gender disparity in economic areas by 2020	150,000 men and women will be trained in marketable skills through public and private means	<p>Conduct a labor market study to assist in developing an effective skills development strategy that is responsive to market needs</p> <p>Adopt affirmative action policies, including trade policies, to make them responsive to women's particular needs as economic agents</p> <p>Provide women with vocational skills that will meet the demands of infrastructure, agriculture and livestock production</p> <p>Assess training to ensure that vocational training and job placement services are cognizant of potential growth sectors and able to identify market opportunities that will bring women to more lucrative sectors of the economy</p> <p>Establish a database to monitor the attainment of the government's quantitative targets for women in education, vocational training, and employment</p>	<p>Establish a mechanism to collect accurate, up-to-date and sex-disaggregated labor market information that can be translated into the design of technical course that will enable graduates to more easily find employment</p> <p>Identify market opportunities for women and implement courses that will enable them to take advantage of such market opportunities</p> <p>Increase wage and self-employment opportunities for women through the provision of market oriented skills and business training, and linkages to micro credit and business development support services</p> <p>Facilitate opportunities for women in the job market through apprenticeships, co-op programs, on-the-job vocational training opportunities and others</p> <p>Add courses on "entrepreneurship" to schools with practical training in how to establish a business (see ongoing CIPE program)</p> <p>Employ a "mobile career counselor" to travel to schools, shuras, and other gatherings of women and girls to provide practical advice on market needs, skill-building opportunities and to identify ways to foster female participation</p>	Social Protection

AMDG (2020)	AC/IANDS (2006-2010)	5-year Priority of NAPWA (2008-2013)	ANDS (2008-2013)	Responsible Sector
Reduce by 50% between 2002 and 2015 the maternal mortality ratio (MMR) and further reduce the MMR to 25% of the 2003 level by 2020	In line with the Afghanistan MDG, maternal mortality will be reduced by 15%	<p>Determine the factors that contribute to the high MMR in Afghanistan</p> <p>Promote education, family planning, communication and changes in cultural practices</p> <p>Increase women's participation in the health sector</p> <p>Improve and expand health services and infrastructure, particularly for rural women</p> <p>Increase the number of facilities that provide reproductive health services, especially CHCs and BHCs</p> <p>Increase the number of midwives and female community health workers to expand services throughout the country</p> <p>Mobilize the community to address reproductive health issues</p> <p>Encourage women and families to improve and maintain their own reproductive health</p>	<p>Expand and improve the main components of reproductive health such as maternal and neonatal health, birth spacing, gender and reproductive right</p> <p>Employ at least one female health staff in every health facility</p> <p>Sex-disaggregate all human related data</p> <p>Address gender equity concern in national health policies and guidelines through the Gender and Reproductive Rights Unit</p> <p>Increase general awareness on gender, reproductive health and rights</p> <p>Increase women's access to quality reproductive health services, including antenatal care, intrapartum care, counseling, modern family planning service and others</p> <p>Increase the deployment of female health workers and staff in rural areas and provide incentives</p> <p>Strengthen men's involvement in reproductive health and rights activities</p> <p>Include female doctors, nurses, midwives and laboratory and pharmacy technicians in Comprehensive Health Centers</p> <p>Increase the supply of qualified female health workers and strengthen their human resource development</p> <p>Adopt and implement a national population policy</p>	Health and Nutrition

AMDG (2020)	AC/IANDS (2006-2010)	5-year Priority of NAPWA (2008-2013)	ANDS (2008-2013)	Responsible Sector
	Religious institutions and scholars, both women and men, will participate in structured ways on issues of national development policy	Engage Islamic scholars and religious leaders, media, academia, NGOs and other sectors in promoting people's understanding of women's rights, reproductive health, the importance of girls' education, social and economic impacts of violence against women, gender issues in poverty and the adverse consequences of underage marriages		Religious Affairs
	Concrete measures will be put in place to ensure that the status and participation of women in Islamic activities increase, both locally and internationally	Promote women's perspectives and participation in Islamic activities, particularly those related to improving understanding of women's rights in Islam	Establish and equip centers of excellence in Islamic education with access for girls in each province Identify moderate religious leaders and scholars and promote Friday sermons on the need and importance of women's participation in Islamic activities Strengthen the Women's Department of the Ministry of Haj and Islamic Affairs Promote an independent, pluralistic and gender sensitive media Develop and adopt a long term, gender sensitive and comprehensive strategic framework for Afghanistan's cultural and media development Develop a standard, gender sensitive media and communication curriculum for universities Provide sex-disaggregated data and discuss in state-owned media the issues of gender, health, education, women's rights, and other concerns that are of interest to women Develop and institutionalize an affirmative action plan for women and media and ensure that women are properly represented in various levels and professions within the sector Develop a package of gender briefings for media consisting of guide notes on gender sensitive reporting, non-sexist language, and women-friendly reporting Support women in the sector, including journalists, publishers, reporters and others Create a consultative body of women and men lawyers and media professionals to make the drafting of gender sensitive laws an efficient process	Religious Affairs; Education and Sports
	The media will be protected as independent, pluralistic and accessible to Afghan women and men throughout the country	Strengthen government's partnership with media in implementing gender equity measures Access media for distance learning, public awareness campaign, and education of the public on women's rights		Culture and Media

AMIDG (2020)	AC/ANDS (2006-2010)	5-year Priority of NAPWA (2008-2013)	ANDS (2008-2013)	Responsible Sector
	Sports will be promoted, with special emphasis on creating access to children, women and the disabled	Educate the public on the right of women to participate in cultural activities, including theatre, media and sports	Develop and implement strategies to increase girls' and women's access to sports from playgrounds at schools to opportunities for women to enter professional athletics Conduct training for female coaches, trainers, media reporters and others Ensure proportionate representation of female athletes in international competitions	Education and Sports
	<p>The number of female headed households that are chronically poor will be reduced by 20%</p> <p>The employment rate of female-headed households that are chronically poor will be increased by 20%</p>	<p>Provide incentives and recognition to private firms that promote the employment of women</p> <p>Increase women's productivity by facilitating access to capital, marketing and skills development</p> <p>Promote public understanding on the importance of women's contributions to economic development, women's right to work, and the enormous, albeit largely unrecognized contribution of women in the economy</p> <p>Support the creation of organizations that involve, represent, or work with women in the informal economy to ensure that their voices are heard in government policy and decision making</p>	<p>35% of NSDP target for training will be women, with annual increase of 5% (NSDP will also prioritize vulnerable/chronically poor women in the implementation of skills training)</p> <p>Employ 20% of vulnerable women within government, in the national and local levels</p> <p>Start cash transfers from 2009 through Afghanistan Family and Social Protection Fund where poor female-headed households are among the vulnerable groups to be covered</p> <p>Have equal treatment and quality service for women with disabilities in line with the National Policy Action on Disability</p> <p>Introduce a special project to distribute livestock and farming tools to the poorest households by the Ministry of Agriculture, support the rural poor, especially women</p> <p>Improve legislation to enforce women's rights to inheritance</p>	Social Protection

The 13th AC/ANDS benchmark is the full implementation of the NAPWA, which falls under Governance and the Rule of Law. As stated above, the timeline of this benchmark will be amended and a 5-year slice of priority actions linked to the 13 AC/ANDS benchmarks will be fully implemented by 2013.

B. Benchmark 2 - By 2013, the gender commitments within all sectors of ANDS shall have been fully implemented

This section elaborates the critical gender commitments made by various sectors in addition to those contained in Benchmark 1. Its aim is to provide an overview of the strategic gender commitments in each sector for easy reference and tracking of achievement. All of the 23 sector strategies within the eight pillars and five cross cutting priorities of the ANDS include strategies that will contribute to the elimination of discrimination against women, building of women's human capital, and strengthening of women's leadership and participation in all spheres of life. To deliver on sector commitments for gender mainstreaming, each sector is required to undertake the following concrete actions:

- Generate, collect and analyze all human related data in sex-disaggregated manner;
- Improve the quantitative and qualitative participation of women in the sector with no less than a 2% annual increase in quantitative participation from the current level;
- Consistent with sector gender commitments/goals, develop and implement programs and projects that will leave measurable/observable impacts on women's lives;
- Strengthen gender technical capacity and awareness of key actors and decision makers in the sector;
- Quantify (by percentage of total) the funds

actually spent and increase allocation for gender mainstreaming and/or women's development activities and report on the same in quarterly and annual reports of the sector. The minimum expenditures shall not be less than 5% of the total budget; and

- Recognize and support the advisory and oversight role of MOWA in the implementation of sector gender commitments.

Pillar 1: Security

For women, security means being free from intimidation, fear, threats, and violence in both the public and private spheres of life, allowing them to freely exercise their rights and pursue activities that will develop their capacities and lead a full and satisfying life. Because a secured environment is a vital precondition to women's advancement, the government will endeavor to create such a condition for women. Gender equity in this sector will be measured in terms of both the increased security of women and their greater involvement in the peace making process. Gender mainstreaming will continue in this pillar in reference to the NAPWA Chapter on Security as well as pertinent provisions of NAPWA's Chapter on Human Rights and Legal Protection.

Pillar 2: Good Governance, Rule of Law and Human Rights

This pillar is made up of three sectors that are highly strategic in correcting the cultural, political and social structures that work against women. The sectors are: (a) justice and the rule of law; (b) governance, including public administrative reform and human rights, and (c) religious affairs.

The strategy of the Justice and Rule of Law sector focuses on making the justice apparatus gender sensitive and accessible to women, increasing women's representation in the sector,

improving women's access to justice and legal support, eliminating vestiges of gender based discrimination in the law, instituting measures to curb violence against women, and improving correctional facilities for women. The sector on Governance, Public Administration and Human Rights will demonstrate how women's leadership and participation may be promoted in a public institution while seeking to attain the State commitment of at least 30% female representation of women in all governance institutions by 2020. The sector will promote gender awareness within government, build institutional capacities on the collection and use of sex disaggregated data for policy development and planning, promote gender mainstreaming in local governance, strengthen women's engagement in governance affairs, work for the security of women in public spaces, and link with universities to entice topnotch female students to join the government. The sector will support the capacity building of women leaders, especially those in government.

Pillar 3: Infrastructure and Natural Resources

The five sectors that comprise this pillar are all crucial in alleviating the daily hardships of women's lives and are particularly important for breaking perceptual barriers to women's involvement in traditionally male fields. The Energy sector will work for more efficient stoves, drinking water pumping and agro processing technologies that can save time and reduce women's workloads, improve their health and expand economic potentials. The Transportation and Aviation sector will make terminal facilities friendly to mothers and children, secure more seats for women in public buses and protect them from harassment, consult women through *shuras* and women's organizations on policies affecting them, gender sensitize key actors including drivers, conductors, terminal operators, and others, train female drivers, encourage women to join private firms as drivers, conductors and supervisors, and improve the access of women to social and economic facilities and opportunities.

The sector on Water Resource Management will ensure that women are represented and consulted in community projects and mandates the integration of gender perspective in all sector activities at all levels, including engineering design and management positions as well as in decision making at sub basin and basin council membership. The Information and Communications Technology, another sector of this pillar, will make it possible for women to work at home and be commercially viable in mobile and electronic commerce even within the cultural constraints on their mobility. The sector on Urban Development will increase access of women to better services and affordable shelter while promoting sustainable economic development for both women and men in line with its effort to reduce urban poverty. It will also adopt and implement laws with a gender perspective, including land policy, housing policy, mortgage law, water distribution law, municipal law and land acquisition law. The sector will ensure equitable access of women engineers, architects, and urban planners to employment, training and promotion and ensure women-friendly facilities in urban centers. The Mines and Natural Resources sector will do the same, as it commits to increase employment opportunities for women, especially as managers and technical professionals and in 'spin off' operations like processing, geological surveys, design, cutting, polishing and marketing. Through revenue sharing arrangements, government will return some percentage of revenues to mine communities to support women-based businesses. The sector will cooperate with universities to promote the enrollment of women in courses that support the Mines sector.

Pillar 4: Education and Culture

The two sectors of this pillar are concerned with building women's human capital and addressing social resistance to women's empowerment and gender equality. In addition to the AC/IANDS benchmarks, NAPWA, and the minimum actions required for all sectors, the Education and Sports



sector will reduce provincial disparities on access to education, with particular attention to girls and young women. It will develop and implement a comprehensive, gender sensitive strategy and plan for training and capacity building for all levels of staff at central, provincial district and school levels, organize remedial programs for women and girls who drop out of school, and establish and equip centers of excellence in Islamic education with access for girls in every province. In the field of Sports, this sector will adopt policies and programs that will expand women's participation in sports in various capacities such as coaches, players, sports news reporters and others. The Culture and Media sector will seek to transform the perspectives of society about women and will serve as a means of increasing women's access to information that affect national life. Professionals in the sectors will be gender sensitized, and women's participation will be strengthened through a variety of ways, including affirmative action.

Pillar 5: Health and Nutrition

The pillar's only sector is concerned with implementing the benchmark on reducing MMR and implementing the provisions of NAPWA. In addition, it will address psychological problems among women who have post war/violence trauma, pay attention to other health problems affecting women such as tuberculosis and anemia, and strengthen women's decision making

capacity in regard to their own and family's health needs. Men's role in reproductive health will be promoted. The sector will also undertake community directed interventions to promote better health care knowledge and practices.

Pillar 6: Agriculture and Rural Development

A great majority of the population lives in the rural areas and agriculture continues to be the backbone of the country's economy. The Agriculture and Rural Development sector considers women as farmers in their own right and commits to ensure that women have access to community representation while supporting improvements in the legal framework for gender equality and the promotion of gender sensitive planning, budgeting, implementation and monitoring of agricultural policies, programs and projects. It will also provide women farmers with access to critical agricultural infrastructure as irrigation canals, storage, and value chain facilities. Backyard poultry production will be promoted through the formation of women's groups, distribution of improved breeds, and training of women extension and marketing agents. Vegetable production, extensive sheep and goat production and the formation of producers' associations focusing on wool processing, cashmere collection and processing, etc. will also be promoted. Women-led backyard poultry production will include distribution of women-led Fayoumi/Astralop breeds and formation of women producers' associations, increase in the number of female extension agents, and establishment of links to cooperative marketing.

Pillar 7: Social Protection and Humanitarian Aid

The two sectors under this pillar address the most vulnerable people including those who have been displaced and are attempting to return to the mainstream of national life. In addition to the measures to be taken to attain the AC/IANDS benchmark on vulnerable women, the sector



Photo 8: Bringing harvest home often such contributions of women go unnoticed. GAIN/UNDP photo

on Social Protection and Humanitarian Aid will give preferential access to chronically poor and/or physically impaired but capable women as recipients of essential welfare services, vocational trainings, income generating opportunities, and cash transfers. Women's rights to inheritance will be strengthened through a pertinent legislation. The sector on Refugees, Returnees and IDPs will ensure that their women clientele are protected during the return process and provided with assistance to meet the specific challenges and vulnerabilities that they face after their return home. Local governments and non-government organizations will be capacitated to assist in the solution of problems of extremely vulnerable persons including women who are exposed to risk. National human rights monitoring will continue to ensure that women's voices are heard. Participation of women in community based project committees will be enhanced. The Ministry of Labor and Social Affairs, Martyrs and Disabled (MOLSAMD) and other relevant government bodies will undertake a thorough assessment of the special and specific needs of vulnerable women and will develop, implement and monitor responsive interventions. To this end, a highly trained unit within MOLSAMD with oversight by MOWA, will be established and provided with sufficient funding to undertake those functions. Donors involved in social protection and humanitarian aid will be advised of the need for such a unit and asked for funding and technical assistance to ensure its creation. "Vulnerable women" themselves will

be engaged in the assessment and the design and implementation of responses.

Pillar 8: Economic Governance and Private Sector Development

The two (2) sectors of this pillar play a pivotal role in reversing the marginalized status of women in the economy. The Private Sector Development strategy states the commitment of the government to ensure that the regulatory environment will promote equal opportunities to all parties regardless of ethnicity and sex. Women will have equitable access to facilitated investment in companies, employment opportunities and training.

Mainstreaming Gender in Other Cross Cutting Sectors of ANDS

All of the following cross cutting sectors of ANDS will pursue the above minimum action points for gender mainstreaming. In addition, each cross cutting sector will address the gender priorities described below.

1. Anti corruption

The sector will conduct a study on the gender impacts of corruption as well as successful experiences of other countries on women's participation in anti-corruption activities. It will promote the participation and leadership of women in anti-corruption campaigns, disaggregate by sex all human related data, and promote women's leadership and participation in fostering a culture that is resistant to corruption. The accountability mechanisms developed by MOWA, Ministry of Parliamentary Affairs, AIHRC and IEC will be strengthened and implemented.

2. Capacity building and institutional reform

This sector will ensure that the national capacity building and institutional reform policies and programs of government will be informed by an assessment of the required institutional capacities for effective gender mainstreaming and women-specific program design. Trainings and mechanisms on capacity building will incorporate a gender perspective, deliberately include women as training participants and trainers/facilitators, and disaggregate by sex all human related statistics. MOWA will designate a gender expert to participate in the CCCG on Capacity Building and Institutional Reform who will provide technical advice and monitor the implementation of gender commitments in the sector. Specific trainings required for women's effective participation will be developed and implemented. The piloting of regional training centers for women's empowerment and leadership will be explored. A system for monitoring the improvement of women's capacities in the public sector will be developed as well as a system for monitoring the impacts of gender awareness of public officials and staff. Mainstreaming of gender into existing training programs for public officials will be strengthened and continued.

3. Counter Narcotics

The counter narcotics strategy will be implemented with conscious attention to gender concerns. The sector will create capacity to understand the gender dimension of counter narcotics strategies, ensuring that such measures as poppy eradication would not result in further economic disadvantage of women and their families. Residential treatment centers and community based treatment services will be established and managed with proper attention to the different needs of female and male wards.

4. Environment

The sector will prioritize interventions that address environmental issues that most adversely affect the lives of women, such as indoor air pollution and lack of access to drinking water and sanitation facilities as well as availability and access to fuel. The sector will promote women's leadership and participation in environmental programs and will collect sex-disaggregated statistics in this regard. They will be mobilized in the prevention and abatement of pollution, management of waste, and environmental education and awareness.

5. Regional cooperation

The regional cooperation strategy takes cognizance of gender as an agenda for regional cooperation and will ensure that expertise on gender will be made available in the structure of the regional cooperation center. The strategy will be pursued with a gender perspective, establishing cooperation among women across the region, especially in (a) common economic and political issues that directly affect women, (b) educational exchange for women, (c) establishment of a regional data base on gender; (d) exchange of technical expertise and resources on gender, (e) cooperation among national women's machineries, (f) building a regional network of women entrepreneurs, (g) promoting cross border cooperation to protect women in transit from violence, abuse and exploitation, (h) supporting government action on international and regional treaties and agreements on women, and (i) cultural exchange. All human related data will be disaggregated by sex and MOWA's advice will be sought on regional cooperation policies.

C. Benchmark 3 - By 2013, a majority of government entities shall have acquired the basic capacity to implement the gender equity strategy of ANDS

Attaining the above benchmarks requires a strong

government apparatus that has the capacity and political will to incorporate the AGE-CCS benchmarks into its routine work agenda. Thus, Benchmark 3 will focus on enabling ministries to acquire the basic institutional capacities needed for gender mainstreaming at the national and sub-national levels. Among the actions needed are:

A. Accountability

The Government of Afghanistan recognizes its obligation to demonstrate and take responsibility for the implementation of the gender equity strategy of ANDS. In government, the final accountability to fulfill such obligations rests in the highest official of every ministry/agency. Gender related duties will be incorporated in job descriptions of concerned staff, work processes and systems, from programming to planning, budgeting, implementation, monitoring, reporting and evaluation and institutional capacities and specific set of skills will be developed for such purpose. Every ministry will designate a high level official, such as a deputy minister, who will be accountable for ensuring that the ministry's commitments on gender are being implemented and reported. S/he will conduct a semi-annual assessment of the progress of the ministry's work on gender and submit report to the Minister who will submit it to the concerned CG for incorporation into the semi-annual reports to ANDS. A copy of such report will be provided to MOWA, which will synthesize the reports from all ministries and draw up a collective picture of progress, gaps and actions to be taken to improve the government's performance on gender equity. MOWA and ANDS will conduct a briefing for high level officials on the government's gender equity strategy, highlighting the situation of women and men in the country and the strategies of ANDS to address gender inequities. MOWA will also ensure that such officials receive information on gender related policy issues and other data that are relevant to their role as accountable officers on gender equity. An incentive system that will promote performance on gender will be conceptualized.

B. Institutional mechanism for gender mainstreaming

Ministries that have existing gender units, gender working groups, focal points, etc. will harmonize, and if necessary, integrate their functions towards institutionalizing a mechanism that can effectively facilitate the implementation of the ministry's commitments on gender equity. Ministries that do not have such mechanisms will set up their own, based on guidelines that MOWA will provide. The existing inter-ministerial coordination mechanism of MOWA will be strengthened to promote planned synergy, exchange of insights and technical resources, and a coordinated action to common issues affecting their operation. A capacity building program for gender mechanisms in ministries will be implemented under the leadership of MOWA. MOWA's capacity will also be strengthened in order for it to provide clear guidance and direction to such mechanisms of ministries. Models and good practices of gender mechanisms will also be documented for possible replication. Heads of gender units will be prioritized for observation missions to other countries, especially Islamic countries, with known success in setting up of effective gender mechanisms.

C. Sex disaggregated data and gender analysis

Every ministry will disaggregate by sex all human related statistics and will compile and process them as inputs to planning and decision making. The chief of statistics unit of every ministry, as well as its senior statisticians, will undergo a mandatory training on gender analysis of statistics. MOWA and the Central Statistics Office (CSO) will ensure that such trainings are made available. Data collection forms and analytical instruments will be reviewed from a gender perspective and will be revised if necessary. MOWA and CSO will cooperate in enriching the government's data base on women and men in Afghanistan and will include gender sensitive analyses of national statistics in the annual statistical

yearbook of CSO and similar publications of the government. The gender indicators and statistical framework of MOWA will be constantly refined to accommodate the data requirements of a changing policy and planning environment. An analysis of capacity gaps on gender and statistics will be conducted in government towards developing a capacity development program that will enable key ministries to collect, process and use sex disaggregated statistics for policy and planning. A capacity assessment and analysis will be undertaken regularly to ensure consistent progress.

D. Planning and implementation

Each ministry will be responsible to make their planning and implementation of policies and programmes gender responsive. Ministries will identify specific actions to implement the three benchmarks of this strategy as well as the sector level commitments of their concerned sector. The departments or units of the ministry that will be responsible for implementing the gender plan will be clarified. In accordance with the principle of mainstreaming, the assigned units/departments will be determined based on relevance of the plan to their official terms of reference. The gender units are not meant to be the implementing arm of the ministry on gender but an in-house oversight, coordinator, and facilitator of such plans. Gender specific, quantifiable and time bound targets will be part of the plan. The Ministry of Economy and MOWA will lead the process of gender responsive planning at the national and sub-national levels. They will be supported to ensure adequate institutional capacity building support to effectively lead the process.

E. Gender sensitive budgeting

Public expenditures will be made gender sensitive. In partnership with MOWA, the Ministry of Finance's Gender Budgeting Unit will lead in ensuring that the gender specific plans of

ministries are properly budgeted and that all the budgets of programmes and activities are gender responsive. It will review budgeting guidelines, tools, and processes to identify strategic entry points for gender mainstreaming. It will also develop and implement a capacity building program to improve the ability of ministries to allocate, efficiently disburse and monitor its budgets on gender. Gender specific tools will be developed to enable ministries and other budgeting actors to practically apply the concept of gender budgeting within their work situations. The MOF and MOWA will mobilize the informal network of professionals to provide technical assistance to ministries who need help on gender budgeting.

G. Gender analysis of policies and programs -

Ministries are tasked to undertake a gender analysis of their principal policies and programs, especially those that have large budgets, widespread client outreach and long time frame. Knowledge and skills in gender analysis will be a core competence that will be required of senior planning and policy officials of ministries. A mechanism to make gender analysis training accessible to civil servants will be created, including the setting up of a Gender Studies Institute (GSIs) in Kabul University. Gender analysis tools for different sectors will be made available to ministries through a gender mainstreaming information center that will be established through MOWA. The development of sector gender experts will be facilitated by MOWA and a data base on them will be included in the data system of MOWA and the gender units of ministries. This will be directly linked to the strategy of the Capacity Building and Institutional Reform sector of ANDS.

CHAPTER 3

IMPLEMENTATION STRATEGY

POLICY

The IANDS provides that “the promotion of women’s advancement is a shared obligation within government and it is a collective responsibility of all sectors, institutions and individuals to include women or/and gender concerns in all aspects of government work – from policies, to budgets, programs, projects, services and activities, including recruitment, training, promotion and allocation of benefits and and opportunities.”¹ In line with this policy, all ministries will be responsible for driving forward the implementation of gender equity at the national and sub national levels. They will engage and build partnerships with NGOs, international community, non-State institutions, and civil society organizations. Through the ANDS Cross Cutting Consultative Group on Capacity Building and Institutional Reform, a holistic capacity development strategy and program on gender mainstreaming will be developed, coordinated, implemented, monitored and evaluated in partnership with MOWA to enable the ministries to acquire the needed capacity to implement this strategy.

MACRO PROCESSES AND MECHANISMS

The implementation of this strategy will be pursued as an integral part of ANDS processes and mechanisms. The oversight of the first benchmark will be assigned to the CG2 Working Group on Gender Equity, while Benchmarks 2 and 3 will

fall under the CCCG on Gender Equity, both of which will continue to be chaired by MOWA. The TOR of the MOWA ANDS Secretariat (MAS) will be reviewed to ensure active engagement of technical representatives from ANDS and JCMB secretariats, as well as ministries and agencies that are directly responsible for the implementation of the above benchmarks. Capacity building will be provided to its members, aimed at deepening their knowledge on the content of this gender equity strategy and the overall framework of ANDS. They will also receive coaching support to be able to provide substantive leadership to various sectors and ministries in implementing this gender equity strategy. MAS will also endeavor to assist other working group members and technical staff involved in the ANDS process to acquire knowledge of the Gender Equity Cross Cutting Strategy.

MINISTRY LEVEL IMPLEMENTATION

The implementation of this strategy at the ministry level will proceed from the set of actions that are described under Benchmark 3, specifically in the areas of accountability, institutional mechanisms for gender mainstreaming, data base, planning and implementation, budgeting, and gender analysis of policies and programs. In addition, ministries will endeavor to develop an environment and culture that supports egalitarian relationships between women and men and establishes enabling mechanisms for gender mainstreaming. As may be feasible, publications of ministries will consciously feature developments on gender mainstreaming.

¹ IANDS

The ministries' information/media offices will be linked to sources of information on gender issues and policies. Ministry libraries will designate a particular space for materials and references for gender sensitive planning and budgeting. Women and family-friendly facilities will continue to be promoted in each ministry, including transportation support, child care facilities and comfort rooms for women. Ministries will also support activities of women civil servants, especially through women's shuras, and encourage activities that would build solidarity and partnership with male colleagues.

STRENGTHENING OF TECHNICAL RESOURCES ON GENDER

National ownership of gender equity as a development agenda will be strengthened by developing gender capacities of Afghan professionals in various sectors. This will be done by instituting a systemic approach to capacity building including the provision of sector-specific gender trainings. A proactive search for appropriate training opportunities on gender will be done jointly by the CSC, MOWA, and Gender Studies Institutes. Sector specific think tanks of Afghan professionals will be established to facilitate the gender mainstreaming process. Universities will endeavour to include gender in all their subjects, and over the long term period, endeavour to replicate elements of the Gender Studies Institute model of Kabul University.

The existing informal network of gender advisers will be tapped towards a 'gender mentoring program' that will transfer gender expertise to as many nationals as possible. A data base of national and provincial gender advisers will be established by MOWA. A technical assistance team for women managers will be created from where women managers could draw advice when confronted with difficulties in their job.

A gender coaching program will also be conceptualized and piloted to help multiply the number of national female and male professionals who have knowledge and skills that ministries can access for gender mainstreaming. Tested practices and models of awareness-raising from Islamic countries in the region will be accessed and adapted as appropriate. Under the responsibility of MOWA, Afghan gender mainstreaming models will be developed and tested at national and sub-national levels in different sectors (see 5.5).

SUB-NATIONAL IMPLEMENTATION

All local chief executives are mandated to ensure that the implementation of the Gender Equity Cross Cutting Strategy is incorporated into the work of the sub-national government. The implementation of this strategy will be promoted among local government units. Within two regions, a pilot province will be selected to serve as model on gender mainstreaming. The modeling frameworks will incorporate elements like mainstreaming of gender into local development planning and budgeting, women's participation in local governance processes, roles of DOWA, NGOs, business sector and other significant sectors at the sub-national level. It will include concrete modeling at community level in the field of gender responsive agricultural development.

The collective experiences of the model provinces will be analyzed and documented to



develop experience-based guidelines on gender mainstreaming in local governance. Insights from the sub-national operation of ministries will also be collated and processed to aid in developing guidelines for sub-national gender mainstreaming. The sub-national experiences will also assist in national level gender responsive policy making and planning. The modeling will thus create concrete Afghan experiences in gender mainstreaming policies, planning, budgeting and programme practices as they impact on communities, and specifically the position of women. This will maximize Afghan context-specific gender mainstreaming knowledge generation, for scaling to other parts of the country. The Department of Women's Affairs (DOWAs) located in every province will work and coordinate with various local entities to build a network of gender advocates. The capacity of DOWAs will continue to be strengthened to serve as overseers and catalysts on gender mainstreaming within their respective localities.

ENGAGEMENT OF NGOS, CIVIL SOCIETY AND THE INTERNATIONAL COMMUNITY

Productive engagement with NGOs, academia, media, religious groups, business, international community and civil society organizations will be pursued by ministries to strengthen social ownership and support to gender equality. International organizations are encouraged to adopt the gender mainstreaming approach in their development cooperation and technical assistance programmes for various ministries, apart from their support to gender or women-specific interventions in line with this strategy. They are also expected to ensure that their technical officers and advisers are knowledgeable of the ANDS Gender Equity Cross Cutting Strategy. The NGO Coordination Council composed of ANCB, ACBAR and AWW will be strengthened and continue to serve as the major link of government to the NGO community on gender mainstreaming. NGOs will be encouraged

to directly target women as project participants and beneficiaries and to raise the representation of women in policy and decision making positions within their organizations. The ANDS CCCG on Gender Equity will be strengthened as the primary vehicle for ministries, international community and donors to coordinate, monitor and advise government on the implementation of its gender commitments.

PUBLIC EDUCATION AND ADVOCACY

An advocacy and public communication strategy that will analyze, address and transform negative perceptions and attitudes toward women will be developed and implemented nationwide. This will be facilitated by MOWA in partnership with the Ministry of Information, Culture, Youth, and Tourism, and will include components that will reach men and influential decision makers in society, in media, and among youth, religious leaders and institutions, and the women population. Non traditional, culturally-sensitive forms of mass communication will be explored to reach out to communities, including tribal and remote areas. Among others, such strategy will address the cultural obstacles to women's education, leadership and participation in public life, reproductive right, property ownership and inheritance. Men will be special targets and partners in the overall advocacy to attain gender equality and a specific strategy to generate their support and cooperation will be developed in consultation with supportive male leaders.

STRENGTHENING OF MOWA'S ROLES

To a large extent, the successful implementation of this strategy will depend on a strong oversight body that will provide substantive leadership, inputs and guidance at the political, policy and technical levels. This is the mandate of MOWA. The status of MOWA as lead ministry on women's

advancement will be maintained and strengthened throughout the period. It will continue to exercise an oversight role, provide substantive guidance to ministries in performing their gender obligations, and, together with ANDS, monitor the progress of achieving the gender equity benchmarks. The capacity of MOWA will be continuously developed in this regard, both through direct training of its officials and staff as well as development of external support systems and mechanisms such as gender institutes, gender trainers' network, and gender advisers' pool. MOWA will facilitate

the coordination of gender mechanisms, assess the overall work of the government in attaining gender equality, and identify critical areas for policy intervention. The Department of Women's Affairs (DOWA) in all provinces will be maintained, and priority support will be given to those in provinces where women's situation is most difficult. Their capacity to meaningfully influence and support the development processes at the local levels will be strengthened.

CHAPTER 4

MONITORING AND EVALUATION

MACRO LEVEL MONITORING

In accordance with the Implementation Strategy of NAPWA, the government will establish functional arrangements at the macro level to effectively facilitate, monitor, and coordinate activities related to gender. Under the leadership of MOWA, a framework for inter-ministerial coordination, reporting, monitoring and evaluation will be designed in consultation with multiple stakeholders within and outside government. This framework will determine specific roles and responsibilities of stakeholders and identify the processes, tools and capacities that have to be developed to accelerate gender mainstreaming.

From this framework, an inter-ministerial mechanism will be established which, among others, will serve as vehicle for addressing bottlenecks in implementation, developing macro policies for facilitating gender mainstreaming, producing periodic report of the government on women, and coordinating inter-ministerial actions on gender.

Through MOWA, the government will adopt a gender equity monitoring scorecard that ministries will use to track their own performance on gender equity. The results will be validated and fed into the data base of ANDS that will process the overall

performance of ANDS. The ANDS Secretariat will strengthen the gender accountability within the CG process by requiring all sectors to collect and use sex disaggregated data and to adopt gender sensitive indicators.

Performance of sectors on gender will be monitored by the Oversight Committee and the JCMB. The gender indicators and statistical framework of MOWA, as mentioned in 4.2.3.3, will be elaborated to contain indicators that will: (a) measure the performance of government on gender equity; and (b) track changes on women's status over the five-year period of ANDS. Macro indicators to measure the overall performance of government on gender equity will be negotiated with ministries through the leadership of MOWA.

SECTOR LEVEL MONITORING AT NATIONAL AND SUB-NATIONAL LEVELS

A set of process and performance indicators will be developed for the benchmarks above as well as for the gender commitments of the sectors cited above. All sector meetings will include a discussion on the progress of implementing the sector's gender equity commitments.

All ministries will ensure that their representative(s) and advisers to the sector

meetings are knowledgeable of the ANDS Gender Equity Cross Cutting Strategy. Right after the adoption of ANDS, MOWA will run a series of briefing sessions on this strategy, with both generic and sector-specific components.

MINISTRY LEVEL MONITORING

The monitoring and evaluation (M&E) system of every ministry will be revisited to ensure that they will capture performance on gender equity.

This will be done by:

(a) including gender in the terms of reference of M&E unit and the job descriptions of the chiefs of such units; (b) providing training on gender sensitive monitoring and reporting; (c) adopting gender sensitive indicators; (d) collecting and processing sex disaggregated data and (e) highlighting progress on gender within ministry and sector reports. Participatory monitoring that

will engage both women and men in interactive reflection process will also be adopted at the ministry, sector and inter-ministerial levels.

Surveys that will set the baseline data sets for monitoring will be conducted. The baseline

statistics on women and men in Afghanistan will be updated annually and disseminated to strategic users.

EVALUATION

Evaluation will be undertaken periodically to take stock of achievements, correct gaps and adjust strategies as necessary. A mid term evaluation will be done in 2008 and another before the end of the five-year period. Insights from the evaluation will be used to inform future planning, including the updating of the NAPWA. Although ANDS will have the final responsibility for stock taking, MOWA will facilitate and ensure that mid term and final evaluation are done properly.

RISK ANALYSIS

INADEQUATE POLITICAL SUPPORT

A potential threat to the implementation of this strategy is the lack of visible political support from the highest level. Although the commitments are strong at the policy level and ample policy documents have been signed and formally adopted, implementation will remain tenuous unless high government officials make it their duty to reiterate their commitments periodically and update the public about the performance of their respective offices on gender equity. Measures will therefore be taken to ensure that ministers and high officials of government will continue to reiterate the articulation of support to gender equality and ensure that the commitments of their ministries are implemented. Cabinet level discussions on the status of government's work on gender will be pursued. In relation to this, a strong constituency that holds the government accountable for its performance on gender equity has not yet been developed in the country. It is important for women's organizations and NGO coalition bodies to come together and openly ask for information on government's gender performance.

INSECURITY

An unstable security situation undermines the participation of women and the effectiveness of those who work for women's advancement. It also seriously impairs the capacity of development agents to deliver services people and hinders the

social functioning and economic productivity of the people. In many provinces of the south, the protracted war has stopped the income generating activities of women, disrupted the schooling of children, especially girls, and hindered the capacity of the people to undertake activities that build social cohesion and solidarity. Although insecurity may be less in other parts of the country, the fear of violence remains a factor that retards private sector investment that would have created jobs both for women and men. The commitments under this strategy can only be realized in an environment of sustainable peace. Yet, the security sector remains oblivious of the way insecurity impacts negatively on women's lives. The potential contributions of women to sustainable peace remain unrecognized. Increased advocacy within the security sector should be undertaken so that the NAPWA chapter on security may be mainstreamed into the implementation of the Security sector strategy.

INADEQUATE TECHNICAL AND FINANCIAL RESOURCES

The limitation in technical and financial resources is a major obstacle to the government's efforts to deliver its commitments on gender equity. Not only are capacities weak on the aspect of gender but on other technical skills that are important to gender mainstreaming, such as planning, policy development, budgeting, programming and others. This is a matter that must be seriously considered by the CCCG on Capacity Building.

Capacity building on gender may not always be a stand-alone training, but may otherwise be embedded into technical courses of professionals in government. Conceptual clarity on *'gender as a development perspective'* must be achieved through practical application in the work of the participants. There is also a need to institutionalize the capacity to conduct gender trainings among bodies and agencies that are in the business of capacity development. Development assistance shall include a component on capacity transfer, particularly to women and on gender mainstreaming. Gender trainings shall continue to be incorporated into the civil service training courses and NGOs will be assisted in conducting gender trainings for various participants. Financial constraints will be dealt with through improved mainstreaming of gender in national and local budgeting.

SOCIAL AND INSTITUTIONAL RESISTANCE

The status of women in Afghanistan has been significantly weakened by a long history of subordination and abuse. Although there are observable changes in women's participation in public life, such changes have occurred mainly in urban centers. The situation of millions of women, particularly those in remote provinces, continues to be as deplorable as before. Women's prospect for development remains constrained by resistance from people and institutions that are not prepared to embrace the concept of women's empowerment and gender equity. This strategy alone will not work unless social resistance to women's emerging roles in society is addressed. Mass based communication programs that would slowly transform people's perceptions and attitudes toward women will be undertaken. The value transforming powers of the schools, religious institutions, media, cultural organizations and peoples' groups will be harnessed and optimized to overcome social resistance to women's advancement. For this reason, all sectors are encouraged to include in their public education

campaigns and interactions with the masses some core messages on gender equality that highlight the benefits that society and the country derive from women's participation and equal status.

INADEQUATE COMMITMENT, OWNERSHIP AND INTERNALIZATION OF RESPONSIBILITIES

The responsibility for the promotion of gender equity and equality lies with all ministries and departments. Contrary to often heard statements, it is not the exclusive responsibility of MOWA. MOWA cannot be held responsible for the worsening or lack of positive changes in the position of women, nor can it claim that improvements are exclusively the result of its work.

However, when everybody is responsible for something, often nobody does anything or feels responsible. It is of utmost importance that the responsibilities and subsequent strategies and activities for gender mainstreaming and promotion of gender equality are clarified and understood by each and every ministry and department. In line with its mandate, it is the responsibility of MOWA to advice, capacitate and support government entities to undertake all necessary activities within their respective mandates for the promotion of gender equality. MOWA is also responsible to monitor whether and how ministries undertake their tasks in this respect and provide support when required.

MOWA also needs to coordinate the activities undertaken by the ministries and departments to maximize synergy and avoid overlap or conflicting approaches. MOWA can be held accountable for its activities to support government entities in their gender mainstreaming tasks, showing their added value to motivate and build the capacity on gender across government.

PERFORMANCE TARGETS ON GENDER EQUITY

Gender Equity Strategy	Target	Crosscutting Indicators
Benchmark 1: By 2013, all of the 13 gender benchmarks of AC/IANDS, including the 5-year priorities of NAPWA shall have been implemented		
In line with Afghanistan's MDGs, female participation in all governance institutions, including elected and appointed bodies and the civil service will be strengthened	Minimum of 2% annual increase on women's representation in governance institutions	Incremental increase on women's representation in governance institutions
Prisons will have separate facilities for women and juveniles	100% of prisons have separate facilities for women and juveniles	Percentage of prisons with separate facilities for women and juveniles
Religious institutions and scholars, both women and men, will participate in structured ways on issues of national development policy	A minimum of 30% representation of religious women in major policy fora	Percentage of religious women participants in major policy for a Quality of substantive inputs of women
Concrete measures will be put in place to ensure that the status and participation of women in Islamic activities increase, both locally and internationally	At least 10% increase in women's participation from 2007	Incremental increase in the percentage of religious women participation in Islamic activities, locally and internationally
In line with Afghanistan MDGs, net enrollment in primary school for girls and boys will be at least 60% and 70% respectively	15.5% annual increase for the period 2008 to 2010; 5.9% increase annual increase in girls' enrollment from 2010 onwards	Progressive increase in the net enrollment of girls
Female teachers will be increased by 50%	50% representation of women in the teaching profession at the primary and secondary levels	Progressive increase in the percentage of female teachers at the primary and secondary levels
150,000 men and women will be trained in marketable skills through public and private means	Minimum of 30% representation of women in trainings on marketable skills	Average percentage of women among graduates of trainings of marketable skills
The media will be protected as independent, pluralistic and accessible to Afghan women and men throughout the country	At least 10% of women population in any given community have access to at least one form of media on a continuing basis	Improved access of women to media (to be generated by survey)
Sports will be promoted, with special emphasis on creating access to children, women and disabled	At least 10% representation of women among athletes, coaches, trainers, news reporters and others	Progressive increase in women's participation in the sector in various capacities
In line with the Afghanistan MDG, maternal mortality ratio will be reduced by 15%	1,360 for every 100,000 live births by 2010	Continuing decline in maternal mortality
The number of female headed household that are chronically poor will be reduced by 20%	20% reduction from baseline (assumed to be 100%) by 2010	Continuing decline in the number of female headed households that are chronically poor
The employment rate of female headed households that are chronically poor will be increased by 20%	20% increase from the current baseline (assumed to be zero)	Reduction of 20% from baseline
The NAPWA will be fully implemented	At least 80% of all 5 year actions in NAPWA are implemented	Implementation of the five-year actions prioritized in NAPWA
Benchmark 2: By 2013, the gender commitments within sector strategies of the ANDS shall have been fully implemented		
Collect and analyze sex disaggregated data	100% of ministries disaggregate, analyze and use sex-disaggregated data	Percentage of ministries that disaggregate data by sex
Improve women's leadership and participation	2% minimum annual increase in women's representation in government ministries/ bodies (to be adjusted based on existing baseline of such ministry/body); 30% representation of women in all governance institutions by 2020	Incremental increase in the percentage of women's participation in governance institutions

Gender Equity Strategy	Target	Crosscutting Indicators
Benchmark 1: By 2013, all of the 13 gender benchmarks of AC/IANDS, including the 5-year priorities of NAPWA shall have been implemented		
Implement sector projects that will have direct positive impacts on women's lives	100% of sectors have implemented or are implementing projects that have positive results on women's life	Percentage of sectors that are implementing projects that result in positive impacts to women
Raise the level of gender awareness of key actors and decision makers in the sector	100% of sectors have conducted awareness raising for decision makers and technical staff	Percentage of sectors that have conducted awareness raising for decision makers and technical staff
Quantify women/gender related expenditures	Minimum of 5% of the total annual budget	% of gender related budget
Improve inter-ministerial processes and mechanisms on gender mainstreaming	ANDS gender mechanisms are functional	Number of functional inter-ministerial mechanisms within ANDS
Monitor the implementation of gender equity commitments of all sectors	Two semi annual assessment reports on the performance of the ANDS sectors on their gender equity commitments	Percentage of sectors submitting regular and quality reports on their performance on gender
Benchmark 3: By 2013, a majority of government entities shall have acquired the basic capacity to implement AGE-CCS		
Development and implementation of institutional capacity building strategy and program on gender mainstreaming	Completed and funded institutional capacity building strategy and program on gender mainstreaming by end of 2008; Continuous implementation of institutional capacity building program on gender mainstreaming by end of 2013	Completed and implemented institutional capacity building strategy and program on gender mainstreaming
Institutionalization of accountability mechanism on gender mainstreaming	All government entities have designated the highest possible official as accountable officer	Clear accountability on gender equity in all government entities; effectiveness of assigned officials
Establishment and strengthening of gender mechanisms	At least 80% of all ministries have effective gender mechanisms	Percentage of ministries with effective gender mechanisms
Mainstreaming of AGE-CCS into ministry/sector plans	At least 80% of all ministries and sectors have included AGE-CCS into their plans	Percentage of ministries and sectors that have included AGE-CCS into their plans
Gender analysis of key policies and programs	At least 10 key policies and programs have been assessed and strengthened from a gender perspective	Number of key policies and programs that are gender responsive; quality of implementation

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APPENDIX I: NATIONAL ACTION PLAN

PILLAR : GOOD GOVERNANCE SECTOR : GOVERNANCE AND HUMAN RIGHTS					
Objectives or Outcomes	Policy Actions or Activities	Category	Timeframe	Responsible Agency	
Corruption Reduced	Mid-term plans formulated and implemented	Development	Jaddi 1387 (end-2008)	Inter-ministerial Consultative group	
Improved Participation of Women in Governance	Implement National Action Plan for Women	Institutional Development	Jaddi 1389 (end-2010)	MoWA, All other ministries & Agencies	
	Affirmative action available to women	Legislation	Jaddi 1389 (end-2010)	MoJ, Cabinet, National Assembly, Office of President	
	Piloting of a Regional Leadership Institute for Women in 2 areas	Institutional Development	Jaddi 1387 (end-2010)	IARCSC	
	Capacity Building Program for Women in Government at the level of parliament, provincial council and women laid off by the PRR processes Capacity Building for Ministries and LGUs on Gender Sensitive Budgeting	Development	Jaddi 1389 (end-2010)	IARCSC	
	Establishment of Women's Councils at the District Level	Institutional Development	Jaddi 1389 (end-2010)	IDLG	
	Gender awareness raising of senior officials of government	Development	Jaddi 1389 (end-2010)	IARCSC	
	Sub National Elections Regularly held	Institutional Development	in the year 1389 (2010) and 1392 (2013)	Election Commission, IDLG, Police	
	Statistical Baselines Established and the Statistical Capacity Built		Jaddi 1392 (end-2013)	CSO, MoF	

APPENDIX I: NATIONAL ACTION PLAN

Pillar : GOOD GOVERNANCE					
Sector : JUSTICE AND THE RULE OF LAW					
Expected Outcomes	Policy Actions and Activities	category	Time frame	Responsible Agencies	
Public can rely on effectively organized and professionally staffed justice institutions	Survey, develop and implement recommendations to improve existing career development practices in each institution with particular attention to complying with gender benchmarks.	Institution Building	Year 3 and on	SC,MOJ,AGO, MoWA, MOHE	
	Enhanced awareness of public in general and women in particular of women's legal rights	Development	Year 2 on	MoWA	
	Public demands Sexual Harassment and grievance handling laws/ policy to be enacted		Year 2 on		
Legal education and vocational training are adequate to provide justice professionals with sufficient know-how to perform their task	Universities identify and enhance infrastructure so as to accommodate female students and staff	Development	By year 2	MHE, MOJ	
	Universities develop and implement policies to raise percentage of female students and staff to at least 30 percent	Development	By end year 2	MHE, MOJ	
	Justice institutions, in coordination with the Independent National Legal Training Center, develop appropriate vocational training courses for justice professionals, paying specific attention to the needs of female professionals.	Development	By end year 2	INLTC	
Justice institutions effectively perform their functions in a harmonized and interlinked manner	Justice institutions, in coordination with the Independent National Legal Training Center, develop and implement specialized programmes for continuing legal education, paying specific attention to the needs of female professionals.	Development	Year 3 and on	SC,MOJ,AGO, INLTC	
	Justice institutions develop plans and implement coordination mechanisms for specialized units addressing cross-cutting issues	Institution Building	Year 2 and on	Program Oversight Committee	
	Recruit qualified professionals with specialized knowledge of cross-cutting issues	Institution Building	Year 2 and on	Program Oversight Committee	
	Build capacity of judges, prosecutors, and investigators by training on cross-cutting issues.	Institution Building	Year 2 and on	Program Oversight Committee	

Pillar : GOOD GOVERNANCE Sector : JUSTICE AND THE RULE OF LAW					
Expected Outcomes	Policy Actions and Activities	category	Time frame	Responsible Agencies	
Citizens are more aware of their rights and justice institutions are better able to enforce them.	Design legal awareness programs paying particular attention to: <ul style="list-style-type: none"> • Successes and lessons learned from previous campaigns • Human rights and Islamic values • The rights of women and children • The needs of illiterate persons • Transitional justice • The roles of each justice institution in promoting access to justice for all. 	Development	Years 1 - 3	MOJ	
	strengthened institutional response to stop violence against women	Institution Building	Year 2 on	SC,MOJ,AGO	
Civil justice is administered effectively, and in accordance with law, the Constitution, and international standards	Review existing civil justice processes and practices, including enforcement of judgments, and develop recommendations based on the findings. Public demands Sexual Harassment and grievance handling laws/ policy to be enacted	Institution Building	Year 2	MOJ, AOG,, SC	
		Legislation	Year 2 and on	Parliament, MOJ, AOG	
Criminal justice is administered effectively, and in accordance with law, the Constitution, and international norms and standards	Strengthen the legal and institutional framework for children accompanying their parents in prison.	Legislation	From Year 2 on	MOJ	
	Procedural code is amended to address specific needs of witnesses, including women and other vulnerable groups	Development	By Year 3	MOJ, MOLSA	
	Establish a system to record past human rights abuses and to preserve the rights of victims	Development	Year 2 and on	MOJ, MOLSA	
	Carry out a baseline survey of prosecution efficiency and number of criminal complaints proceeding to trial.	Development	By end year 1	SC	

PILLAR : ECONOMIC GOVERNANCE AND PRIVATE SECTOR DEVELOPMENT					
SECTOR : PRIVATE SECTOR DEVELOPMENT AND TRADE					
Objectives or Outcomes	Policy Action or Activities	Category	Timeframe	Responsible Agency	
Private sector access to finance is increased	Increase the offering of financial services in rural areas through the further development of effective and sustainable delivery mechanisms with special consideration to women.	Other Measures	Mid-1389	Ministry of Agriculture, DAB, MISFA	
Economic activity increases in response to increased human capacity and skill sets and business services	Consider quickly piloting specific market-based vocational and professional training initiatives through coalition of Government, industry groups and training institutions with special consideration to women.	Institution Building	Mid-1387	MoEC, MoE, MoHE, MoLSAMD, MoWA, Business Community, Civil Society	
	Conceptualization of Private Sector Employment Strategy for Women that will yield to pro-women employment strategies in the private sector	Other Measures		MoCI, MoWA	
Public-Private Partnerships are used to aid social and economic development	Catalogue best practices drawn from across ministries (especially of Ministry of Health) of genuine partnerships between public and private sectors. Attention on increased women participation	Other Measures	Mid-1387	MoPH, MoE, MoLSAMD	
PILLAR : INFRASTRUCTURE					
SECTOR : ENERGY					
Outcomes	Policy Actions or Activities	Category	Time frame	Responsible Agency	
An enabling environment for private sector investment in energy sector created	Gender mainstreaming in the policies in the energy sector.	Development	Continue	MEW, MoWA	
Increased Access to Rural Energy Services	Special attention to gender issues in providing energy for rural areas.	Development	TBD	MEW, MRRD, MoWA	
SECTOR : URBAN DEVELOPMENT					
Outcomes	Policy Actions or Activities	Category	Time frame	Responsible Agency	
Strengthened institutional capacity to plan and manage urban development in a systematic and transparent manner	Review and update policies, regulations and implementation plans that will consider crosscutting issues gender, environment, anti-corruption and counter narcotics.	Legislation	End 2009	KM/IDLG/MUD	
	Comprehensive and gender sensitive reform of institutions, review and update of relevant legislations, policies and administrative processes	Institution Building	End 2009	KM/IDLG/MUD, MoWA	
	Establish Uni- urban Data collection unit (encourage disaggregated data collection)	Institution Building		MoUD, IDLG, KM	
SECTOR : MINES AND NATURAL RESOURCES					
Objectives or Outcomes	Policy Actions or Activities	Category	Time frame	Responsible Agency	
Strong regulatory framework in place	Gender mainstreaming in the policies in the mining sector.	Development	2008-2013	MoM	

PILLAR : ECONOMIC GOVERNANCE AND PRIVATE SECTOR DEVELOPMENT				
SECTOR : PRIVATE SECTOR DEVELOPMENT AND TRADE				
Objectives or Outcomes	Policy Action or Activities	Category	T imeframe	Responsible Agency
Private sector access to finance is increased	Increase the offering of financial services in rural areas through the further development of effective and sustainable delivery mechanisms with special consideration to women.	Other Measures	Mid-1389	Ministry of Agriculture, DAB, MISFA
Economic activity increases in response to increased human capacity and skill sets and business services	Consider quickly piloting specific market-based vocational and professional training initiatives through coalition of Government, industry groups and training institutions with special consideration to women.	Institution Building	Mid-1387	MoEC, MoE, MoHE, MoLSAMD, MoWA, Business Community, Civil Society
	Conceptualization of Private Sector Employment Strategy for Women that will yield to pro-women employment strategies in the private sector	Other Measures		MoCI, MoWA
Public-Private Partnerships are used to aid social and economic development	Catalogue best practices drawn from across ministries (especially of Ministry of Health) of genuine partnerships between public and private sectors. Attention on increased women participation	Other Measures	Mid-1387	MoPH, MoE, MoLSAMD
PILLAR : INFRASTRUCTURE				
SECTOR : ENERGY				
Outcomes	Policy Actions or Activities	Category	Time frame	Responsible Agency
An enabling environment for private sector investment in energy sector created	Gender mainstreaming in the policies in the energy sector.	Development	Continue	MEW, MoWA
Increased Access to Rural Energy Services	Special attention to gender issues in providing energy for rural areas.	Development	TBD	MEW, MRRD, MoWA
SECTOR : URBAN DEVELOPMENT				
Outcomes	Policy Actions or Activities	Category	Time frame	Responsible Agency
SECTOR : WATER RESOURCES				
Expected Outcomes	Policy Action	Category	Time frame	Responsible Agencies
Improved water sector legal and governance structures and institutions in place	Gender discrepancies in various laws systematically uncovered	Legislation	2008-2009	Parliament, MOUD, MOJ
SECTOR : INFORMATION & COMMUNICATION TECHNOLOGY				
Expected Outcomes	Policy Actions or Activities	Category	Time frame	Responsible Agencies
Enabling Environment	Pilot home based ICT related work for women	Development	Time frame 3 rd 2008	MCIT

APPENDIX II: MONITORING MATRIX

PILLAR: GOVERNANCE, RULE OF LAW AND HUMAN RIGHTS				
SECTOR: GOVERNANCE				
Expected Outcomes	Indicators	Baseline	Targets	
Improved Participation of Women in Governance	Index on the progress of putting plans, systems and mechanisms in place for improved participation of women in governance.	Under Assessment	By Jaddi 1389 (end-2010) In line with Afghanistan's MDGs, female participation in all Afghan governance institutions, including elected and appointed bodies and the civil service, will be strengthened by providing a specific percent reservation of seats by enacting a law of affirmative action.	
Single National Identity Document	Index on the progress of providing single national identity to all citizens in the country.	Under Assessment	By Jaddi 1392 (end-2013), civil registry with a single national identity document will be established	
Human Rights Realized, Protected, Promoted and Extended	Index on the progress of putting in place legal, policy, institutional and other systems in place to realize, protect, promote and extend human rights in the country.	Under Assessment	By Jaddi 1389 (end-2010), the Government's capacity to comply with and report on its human rights treaty obligations will be strengthened	
PILLAR: GOVERNANCE, RULE OF LAW AND HUMAN RIGHTS				
SECTOR: JUSTICE AND THE RULE OF LAW				
Expected Outcomes	Indicators	Baseline	Targets	
Justice institutions have access to infrastructure, transportation, equipment, and supplies adequate to support effective delivery of justice services	# of Adequate detention and correction facilities for women	2 (Kabul, Herat) 18 Provinces with no facilities	TBD	
Citizens are more aware of their rights and justice institutions are better able to enforce them.	Index on the progress of making citizens more aware of their rights and justice institutions being better able to enforce them.	Under Assessment	By end-2013, the Justice Institutions will encourage press coverage of justice proceedings, public attendance at those proceedings, and general public understanding of the process at each stage of such proceedings. The justice institutions should encourage and participate in the development of outreach programs within civil society including curriculum for public education at all levels	

Pillar: Infrastructure Sector: Transport			
Expected Outcomes	Indicators	Baseline	Targets
OVERALL TRANSPORT SECTOR Increased access for urban households to basic services	Index on the progress of providing improved to basic services by urban households.	Due to capacity limitation within municipalities, the urban services delivering are very low and aren't sufficient and efficient	By March 2011, Municipal Governments will have strengthened capacity to manage urban development and to ensure that municipal services are delivered effectively, efficiently and transparently;
	% of investment in urban road networks	10-15 % urban roads are improved with some improved services.	70% by 2013
	% of households having access to safe water supply in Kabul.	18-21 % h/h has access to safe piped water	in line with MDG investment in water supply and sanitation will ensure that 50% of households (h/h) in Kabul will have access to piped water by March 2011
	% of households having access to piped water supply in other major urban areas except Kabul.	15-18% h/h has access to safe piped water	30% of households (h/h) in other major urban areas will have access to piped water"; by March 2011
	% of households having access to sanitation facilities in Kabul.	5-8% h/h have access to improved sanitation	50 % by March 2011
	% of households having access to sanitation facilities in other major urban areas except Kabul.	10-12% h/h have access to improved sanitation	30% by March 2011
	Proportion of open green spaces per developed urban area	less than 5%	30% By 2013
	Index on the progress of providing increased availability of affordable shelter.	less than 5%	60% by 2013
	% of urban residents having access to affordable finance	0%	TBD
	% of urban residents having access to housing subsidy	The process is underway to implement mortgage system	50% by 2013
Increased availability of affordable shelter	% completion of city development plans for 34 provinces	20%	90% by 2013

PILLAR: INFRASTRUCTURE SECTOR: WATER RESOURCES			
Expected Outcomes	Indicator	Baseline	Targets
Water resources for irrigation and Drinking purposes improved	% of beneficiaries, by gender, whose technical knowledge and skills for managing irrigation assets have increased considerably	TBD	TBD
	% of households in other urban areas except Kabul have access to piped water	15-18%	30% by end of 2011
	% of households in Kabul have access to piped water	18-21%	50% (2010)
PILLAR: INFRASTRUCTURE SECTOR: MINES AND NATURAL RESOURCES			
Expected Outcomes	Indicator	Baseline	Targets
Increased access to water resources	Increased access to safe drinking water	Partial study of water in Kabul river basin has been done, but the water studied do not fulfill the need of Kabul population. Recently assessment study in Kabul river basin has been started through research and Geo engineering enterprises with support of JICA and USGS	Availability of under ground water with quality and quantity
PILLAR: EDUCATION SECTOR: EDUCATION AND MEDIA, CULTURE AND YOUTH			
Expected Outcomes	Indicators	Baseline	Targets
PRIMARY AND SECONDARY EDUCATION			
Improved quality of education	Index on the progress of putting systems, institutions, procedures and legal framework in place for improving the quality of education.	Started in 1386 and will continued till 1389 (% TBD)	EMIS is completed, NIMA, NCB are on going, Education Law's draft is completed, Law for private Schools are completed.

	Index on the process of designing and conducting competency test for teachers including principals.	Started in 1387 (% TBD)	70% of teachers pass competency test (minimum of 40% women)
	No. of competent teachers (male and female).	54,093 male 20,508 female (2002) EMIS (2002)	At least 140,000 competent teachers Increase Female teachers by 50%
	No. of competent principals (male and female)	Under Assessment	26,000 school principals
	Primary Student/ Teacher ratio	43 (2002)	TBD
	Government Expenditure per student	\$12.1 (2002)	TBD
	Index on the progress of establishment of separate body responsible for standards and accreditation of all primary and secondary schools.	On progress and WB is supporting this part	Established separate body responsible for standards and accreditation of all primary and secondary schools.
Literacy rates improved	Adult Literacy rate	28% (2000)	TBD
	Total enrolment level (millions)	5.9 million enrolled at schools (1386)	7.7 m children enrolled (1389)
	% of boys and girls enrolled.	35% and 35% respectively	Enrolment Rates (Boys 75%, Girls 60%) (1389)
	No. of illiterates in the country (male and female)	11.2 million illiterate (1386)	Separate program for non-formal education in place
	Primary Completion Rate (Percentage of all children that completed primary schooling)	32.3% (2005)	TBD
Equal opportunity for all	Percentage of children having access to schools	55%	75% of school-age children to be within reach of a school with significantly reduced gender and provincial disparity
	Total number of learning spaces (formal/informal)	7,027 (2002)	TBD

	ratio of boys and girls enrolled	70% boys 30% girls (2002)	50% each
	No. of new school buildings constructed with basic amenities for both male and female	692 1386	At least 90% schools and buildings have male and female facilities by 1389
	Index on the progress of providing equal opportunity for all for education	establishment of (1,200 new schools and 1,200 CBS)and construction of 692 new schools, recruitment of 149,000 teachers (40,000 Female)	Established and constructed new schools, recruitment of teachers, especially female teachers.
HIGHER EDUCATION			
Improved quality of academic teaching and research	Index on the progress of putting in place policies, institutions and systems for improving quality of academic teaching and research.	To be determined	Improved quality of academic teaching and research by 2013
	No. of faculty members appointed (male and female)	To be determined	3000 new faculty members to be recruited from the region by 1389
Improved access to higher education	No. of students enrolled in the universities (male and female).	52200 enrolled male and female (1386)	100,000 students enrolled in universities by 1389
	No. of new facilities constructed at universities across the country.	7 facilities constructed	Construct 41 new facilities at universities across the country.
	No. of new dormitories constructed for males. No. of new dormitories constructed for females.	2 Female dormitories constructed	Construction of 24 new dormitories (12 for women and 12 for men)
VOCATIONAL EDUCATION			
Improved access to vocational education	No. of persons trained through NSDP (male and female))	To be determined	The NSDP will provide training to 150,000 unemployed Afghan women and men through competitive bidding procedures
SPORTS			
Improved sports facilities	Index on the progress to provide improved sports facilities.	To be determined	Sport facilities will be improved in all provinces of Afghanistan (2013)

PILLAR: EDUCATION			
SECTOR: MEDIA, CULTURE AND YOUTH			
Expected Outcomes	Indicators	Baseline	Targets
Empowerment of Youth	# of youths registered as volunteer corps for welfare activities like rural health care campaigns etc.	TBD	TBD
	# of youth clubs registered	60 LYC (Local Youth Councils) established in 60 Villages of 6 Provinces	TBD
	Index on the progress of providing legal, policy, institutional and systemic framework for empowerment of youth.	34925 both Male and female received training	Legal and Institutional framework for youth empowerment will be in place (2013)
PILLAR: HEALTH			
SECTOR: HEALTH & NUTRITION			
Expected Outcomes	Indicators	Baseline	Targets
Effective Reproductive and Child health system	Maternal mortality ratio	1600 deaths /100,000 live births (2000)	Reduce by 50% between 2002 and 2013
	Under 5 mortality rate in the country (%)	257 deaths/1000 live births (2000)	Reduce by 50% between 2003 and 2013
	Infant mortality rate (IMR) in the country (%)	165 deaths per 1000 live births(2000)	Reduce infant mortality rate by 30% by 2013 from the baseline of 2000
PILLAR: AGRICULTURE & RURAL DEVELOPMENT			
SECTOR: AGRICULTURE & RURAL DEVELOPMENT			
Expected Outcomes	Indicators	Baseline	Targets
Facilitated Economic Regeneration	Index on the progress of facilitating economic regeneration.	TBD	By end-2010, a policy and regulatory framework will be developed to support the establishment of small and medium rural enterprises, and institutional support will be established in all 34 provinces to facilitate new entrepreneurial initiatives by rural communities and organisations
	# of rural households receiving services from formal financial institutions	219,000 (2007)	950,000 (2013)
	# of poor and vulnerable rural households supported through economic regeneration activities	TBD	TBD

PILLAR: SOCIAL PROTECTION			
SECTOR: SOCIAL PROTECTION			
Expected Outcomes	Indicators	Baseline	Targets
Poverty and Vulnerability Reduction	Percentage of employed females that on the head of the poor households	TBD	TBD
Improved Social Inclusion	Number of women that have gone through skill development program	TBD	TBD
	Percentage of women in the public administration	TBD	TBD
	Number of treated drug users	TBD	By end-2010 number of treated drug users will increase by 20 percent
Improved old age protection	Percentage of collected pension contribution of total pension payments	2%	By 2012/13 implement the pension reform and increase collection of the pension contributions
Improved disaster preparedness and response	Number of the people affected by the natural disaster	TBD	By end-2010 an effective system of disaster preparedness and response will be in place
PILLAR: SOCIAL PROTECTION			
SECTOR: REFUGEES & IDPs			
Expected Outcomes	Indicators	Baselines	Targets
Refugees and Internally Displaced Persons (IDPs) return voluntarily according to agreed principles and procedures	# of returnees (male, female)	3 million refugees (Pakistan 2.1 million, Iran 900,000), 140,000 IDPs (estimated)	Scenario One Present trend lines improve permitting 800,000 – 1 mill returns Scenario Two Current trends continue permitting 600,000-800,000 returns Scenario Three Current trends deteriorate permitting 400,000-600,000 returns
PILLAR: ECONOMIC GOVERNANCE & PRIVATE SECTOR DEVELOPMENT			
SECTOR: PRIVATE SECTOR DEVELOPMENT AND TRADE			
Expected Outcomes	Indicators	Baselines	Targets
Economic activity increases in response to increased human capacity and skill sets	Number of people employed in the private sector	Data for formal sector employment at the end of 1386	Increase in formal sector employment of 10% per annum in absolute numbers Increase in number of courses by 50% by the end of 1389
Increased provincial economic growth	Index on the progress of promoting increased provincial economic growth.	TBD	TBD
Increased and more effective competition	Index on the progress of putting in place a legal framework to facilitate increased and more effective competition	TBD	TBD

APPENDIX III: LIST OF PROJECTS - 1387

S.No	AFG Bud Ref	Project Title	Project Duration		Breakdown of Requirements (US Millions)							total Requirement (US\$ Million)	Total Funding (US\$ Million)	Gap (US\$ Million)	Donor	External	Responsible Agency
			Start	End	1387	1388	1389	1390	1391	1392+	Core						
1	A F G / 0812901	Training of Shariah and Legal Women Rights	1387		1.500	1.50	2.00	0.00	0.00	0.00	5.000	0.00	-5.00		Core	MOWA	
2	A F G / 0813201	Construction of Provincial Departments of Ministry of Women Affairs in Four Provinces	1387		0.680	0.00	0.00	0.00	0.00	0.00	0.680	0.00	-0.68		Core	MOWA	
3	A F G / 0813601	Counter Narcotics	1387		1.500	1.50	1.50	0.00	0.00	0.00	4.500	0.00	-4.50		Core	MOWA	
4	A F G / 0617102	Ministry of Women's Affairs' Initiative to Strengthen Policy and advocacy (MISPA) through communications and institution building	1387		2.00	0.00	0.00	0.00	0.00	0.00	2.00	2.00	0.00		USAID	MOWA	
5	A F G / 0681101	National Action Plan for Women of Afghanistan- Institutionalizing gender mainstream	1387		0.33	0.00	0.00	0.00	0.00	0.00	0.33	0.33	0.00		NOR	MOWA	
6	A F G / 0748101	Gender Mainstreaming Advisor	1387		0.03	0.00	0.00	0.00	0.00	0.00	0.03	0.03	0.00		JPN	MOWA	
7	A F G / 0817301	Women's Vocational Training Center in Bagh-e-Zanana, Kabul	1387		0.60	0.00	0.00	0.00	0.00	0.00	0.60	0.60	0.00		IND	MOWA	
8	A F G / 0819201	GENDER AND JUSTICE PROGRAMME - UNIFEM	1387		1.00	0.00	0.00	0.00	0.00	0.00	1.00	1.00	0.00		NOR	MOWA	

S.No	AFG Bud Ref	Project Title	Project Duration		Breakdown of Requirements (US Millions)						total Requirement (US\$ Million)	Total Funding (US\$ Million)	Gap (US\$ Million)	Donor	External	Responsible Agency
			Start	End	1387	1388	1389	1390	1391	1392+					Core	
9	A F G / 0821201	Vocational Training for Afghan Women	1387		0.99	0.00	0.00	0.00	0.00	0.00	0.99	0.99	0.00	CAN	External	MOWA
10	A F G / 0821701	Capacity Building for Promotion of Gender Equality	1387		0.83	0.00	0.00	0.00	0.00	0.00	0.83	0.83	0.00	CAN	External	MOWA
11	A F G / 0822701	Group Training on Women's Entrepreneurship Development for Leaders	1387		0.04	0.04	0.04	0.00	0.00	0.00	0.12	0.04	-0.08	JPN	External	MOWA
Total											265.99	109.41	-156.58			

ANNEX IV: PROVINCIAL PRIORITY PROJECTS

No.	Project Name	Project Location	Tier	Responsible agency	Project Duration (year)		Funding (US\$ Millions)		
					Start	End	Total Req	Funded	Gap
1	Establishment of centre for vocational training for women	Daikundi	One	MOWA	1388				
2	Establishment of Women's Affairs Directorate at district level (900 beneficiaries)	Ghazni	One	MOWA	1388				
3	Conducting of workshops for awareness of right of women and children.	Takhar	One	MOWA	1388				
4	Establishment and construction of buildings for female street beggars & providing them with vocational training in the centre of the province.	Nangarhar	One	MOWA	1388				
5	Establishment of poultry farm for women in centres of all districts.	Badghis	One	MOWA	1388				
6	Construction of Women's Affairs building in centre of province.	Ghor	One	MOWA	1388				
7	Construction of shelter for women and orphans in Gardiz city. All Province.	Paktia	One	MOWA	1388				
8	Construction of Women's Affairs department building in Nilli.	Daikundi	Two	MOWA	1388				
9	Construction of Garden for women in Nilli.	Daikundi	Two	MOWA	1388				
10	Construction of vocational high school for women in centre of province (one school)	Panjshir	Two	MOWA	1388				
11	Establishment of bakery for women in centre of all districts of Pabjshir province. 50 bakery.	Panjshir	Two	MOWA	1388				
12	Creation of women hand-craft industries centre, in the centre of the city (150000 as beneficiaries).	Kundoz	Two	MOWA	1388				
13	Creation of women's business centre, centre of the province (70000 as beneficiaries).	Kundoz	Two	MOWA	1388				
14	Loans for women in Dehrowod district (80000 beneficiaries).	Urozgan	Two	MOWA	1388				
15	Construction of women's prison with essential equipment, centre of Farah province	Farah	Two	MOWA	1388				
16	Construction of shelter for Women in centre of Daikundi.	Daikundi	Three	MOWA	1388				
17	Construction of Women's Affairs department building in centre of province. (10roomss)	Panjshir	Three	MOWA	1388				
18	Construction of shelter for vulnerable women in centre of province.	Wardak	Three	MOWA	1388				
19	Establishment of handicraft centres for women in the provincial centre (450 female beneficiaries).	Hilmand	Four	MOWA	1388				
20	Expansion and equipping of women and children's protection centre in provincial centre.	Khost	Four	MOWA	1388				

No.	Project Name	Project Location	Tier	Responsible agency	Project Duration (year)		Funding (US\$ Millions)		
					Start	End	Total Req	Funded	Gap
21	Construction of central ladies' park (on 10 jiribs land).	Kunar	Four	MOWA	1388				
22	Establishment & construction of vocational centres for ladies in the centre & districts (20 rooms).	Kunar	Four	MOWA	1388				
23	Construction and creation of "safe home" for women at 11 th district and will be beneficial for 500 persons.	K a b u l Urbon	Four	MOWA	1388				
24	Construction of building for Women's Affairs Directorate, in Dasht-i-Essa Khan, central Bamyan.	Bamyan	Four	MOWA	1388				
25	Implementation of awareness raising for human rights, violence & protection of women from troubles / problems.	Badakhshan	Four	MOWA	1388				
26	Providing credit for women & construction of a market in Faiz Abad and Kasham district (1500 people).	Badakhshan	Four	MOWA	1388				
27	Construction of vocational training centre for female shura in Khawja Sabzposh.	Faryab	Four	MOWA	1388				
28	Construction of Women's Affairs Department building in centre of Jawzjan province.	Jawozjan	Four	MOWA	1388				
29	Construction of Women's Garden with one market and restaurant in Shibirghan.	Jawozjan	Four	MOWA	1388				
30	Construction of Women's Protection Centre in Shibirghan city.	Jawozjan	Four	MOWA	1388				
31	Creation and establishment of women's anti-violation office in the centre of the province.	Parwan	Four	MOWA	1388				
32	Reconstruction of women garden at Gulghundi (Charikar city).	Parwan	Four	MOWA	1388				
33	Construction of safe home for vulnerable women, centre of the province.	Parwan	Four	MOWA	1388				
34	Construction of mourning ceremonies hall for women in provincial centre.	Ghazni	Four	MOWA	1388				
35	Construction of safe home for vulnerable women in provincial centre.	Takhar	Four	MOWA	1388				
36	Creation of a women's garden in Jalalabad city (20 jiribs land, 10,000 beneficiaries).	Nangarhar	Four	MOWA	1388				
37	Creation of carpet weaving course for men and women in Chaar Dara and Kochi Ha (2000 beneficiaries).	Kundoz	Four	MOWA	1388				
38	Construction of a safe home for vulnerable women building in property of MoWA directorate, in the provincial centre	Samangan	Four	MOWA	1388				
39	Creation and construction of a female garden, in the centre of the province	Samangan	Four	MOWA	1388				

No.	Project Name	Project Location	Tier	Responsible agency	Project Duration (year)		Funding (US\$ Millions)		
					Start	End	Total Req	Funded	Gap
40	Construction of women's garden with handicraft exhibition centre in the first part of Kohistan (1800m2)	Kapisa	Four	MOWA	1388				
41	Establishment of capacity building workshop for women and kuchis.	Kapisa	Four	MOWA	1388				
42	Purchasing of land and construction of women's garden	Badghis	Four	MOWA	1388				
43	Establishment of workshops & a committee for the solution of family problems & violence with women (500 beneficiaries).	Zabul	Four	MOWA	1388				
44	Construction of Women's Affairs Department in Tarin Kot (8 rooms, 200 beneficiaries).	Urozgan	Four	MOWA	1388				
45	Construction of Women's Directorate in the provincial centre (20 rooms).	Noristan	Four	MOWA	1388				

ANNEX-V: PRIORITY PROGRAM/PROJECTS ON SECTOR BASIS

Input (MUS\$)	Project	Outputs	Outcomes	Types of Budget Ope/ Dev/Ext	Impact	Responsible Sector
-	Training of Women in Support of Affirmative Action Policy for Women	Improved opportunities to develop women's human capital	Women's greater ability to contribute in the national development. They are more assertive in making their contributions.		Improved delivery of institutions	All sectors
3	Piloting of a Regional Leadership Institute for Women in 2 areas	Afghan model for women's leadership development	Increased opportunities for women's leadership development	Ext	Women's greater participation in decision making processes; various state entities have increased representation of women in key positions.	Governance, Public Administrative Reform and Human Rights
1	Capacity Building Program for Women in Government (UNDP/ UNIFEM)	Facilities for women's increased contribution in various sectors	Women are more equipped to make meaningful contributions in various sectors (national economy, governance and social development)	Ext	Enhanced capacity of various institutions to deliver	Governance, Public Administrative Reform and Human Rights
0.1	Establishment of Women's Councils at the District Level in Logar	Increased facilities/ opportunities for women's participation/contribution at sub-national level development				Governance, Public Administrative Reform and Human Rights
0.5	Capacity Building for Ministries and LGUs on Gender Sensitive Budgeting (UNDP, UNIFEM, GTZ)	gender responsive budgeting framework and methodology established/ available	budgeting exercises at national and sub-national levels are gender responsive	Ext	national development is more equitable and contribute proportionately for the development of women	Governance, Public Administrative Reform and Human Rights
0.005	Setting up of VAW advocacy councils in Faryab	improved capacity of the provincial govt to address and deal with VAW	provincial government in Faryab capacitated and improved access for women to institutional mechanisms		effective institutional response to VAW at sub-national level	Justice and the Rule of Law
1.5	Separate custodial arrangements for female and male offenders and improvement of conditions of female detention centers and prisons	increased and improved facilities to deal with female offenders	prisons are better equipped to deal with female offenders and detainees in a dignified manner		Rights, dignities and gender privacy of male and female prisoners are respected/maintained	Justice and the Rule of Law
2.5	Construction of women's shelters in Takhar, Nangarhar, Ghazni, and Logar	improved facilities to protect women in desperation	provincial authorities are better equipped to respond to needs of women		rights and security of women affected by violence an/or violation of rights are better protected	Justice and the Rule of Law

Input (MUS\$)	Project	Outputs	Outcomes	Types of Budget Ope/ Dev/Ext	Impact	Responsible Sector
0.5	Media campaign against violence against women (UNDP)	strengthened institutional response to stop violence against women	greater awareness of the members of public and various institutions of VAW and roles of individuals and institutions to stop violence against women	EXT	incidents of VAW decreased; efficiency and greater effectiveness of organizations to respond to the cases of VAW	Justice and the Rule of Law
1	Re-training and Re-employment of Women who have been Laid off Due to the PRR Process	availability of support mechanism and employment opportunities for semi-trained women	increased number of trained/ equipped women to take up new jobs and increased number of female in formal employment		increased number of skilled women and improved economic status of women and their families	Governance, Public Administrative Reform and Human Rights
1	Specialized training for women civil servants in the sub-national level	Improved access to opportunities for female staff at sub-national level	increased number of trained/ skilled women civil servants at sub-national levels		enhanced public sector effectiveness and improved quality of services at sub-national level	Governance, Public Administrative Reform and Human Rights
1.5	Capacity development of elected women in Provincial Councils	Improved capacity of women public representatives	Increased capabilities of female public representatives to better serve their constituencies at sub-national levels		improved effectiveness and responsiveness to public interests at sub-national levels	Governance, Public Administrative Reform and Human Rights
1	Capacity building of women members of the Parliament	Improved capability of women MPs	enhanced participation and effectiveness of women MPs at the parliament and in their respective constituencies		enhanced effectiveness and gender responsiveness of the parliament	Governance, Public Administrative Reform and Human Rights
1.5	Project for women's protection and empowerment	increased facilities and opportunities for women's empowerment in the justice sector	Women's security is better protected and their enhanced contributory potential		women's increased participation in development and for their self-development	Justice and the Rule of Law
-	Building Sustainable Capacities of concerned Institutions on Human Rights Treaty Report	Systematic support extended to institutions responsible for reporting on Human Rights Treaty	Institutions are better equipped to report on the progress on the domestication/implementation of the Human Rights Treaty		Improved and objective analysis and reports on the implementation of Human Rights Treaty available at all time.	Justice and the Rule of Law
0.5	Capacity building support to organization of and individual women Islamic scholars	Increased opportunities available to women Islamic scholars and organizations supporting them	More capable and equipped organizations and individuals women Islamic scholars		Increased number of women Islamic scholars contribute to the promotion of Islamic teach and development	Religious Affairs
0.5	Series of policy fora for women Islamic scholars	increased scope and opportunities to women Islamic scholars to contribute to national policy making processes	enhanced skills and capabilities of women Islamic scholars to influence the national policy development exercises		National development policies are informed of views of women's perspective of rights and entitlements of women from an Islamic perspective	Religious Affairs

Input (MUS\$)	Project	Outputs	Outcomes	Types of Budget Ope/ Dev/Ext	Impact	Responsible Sector
0.15	Strengthening of the Women's Department of the Ministry of Hajj (UNDP)	Enhanced capacity of the DoHRAs	Effectiveness and contributions of DoHRAs increased and their enhanced visibility in the provincial development process		Enhanced effectiveness of provincial entities	Religious Affairs
0.25	Establishment of madrasa for women in Takhar	Increased opportunities for girls and women to religious education	Improved access of girls and women to religious teaching in Takhar		Increased number of girls and women contribute to the spread of religious teaching in Takhar	Education and Sports,
50	Family Incentives for Girls' Education (in provinces with highest drop out rates and lowest net enrollment ratio of girls)	School-age girls' parents/ families are encouraged to send their girls to schools	Girls literacy rate increased in selected provinces		Enhanced opportunities and possibilities for women to receive benefits of and participate in development initiatives.	Religious Affairs
3.5	Establishment of Centers of Excellence in Islamic Education in selected regions	Increased opportunities for girls and boys to Islamic Education				Education and Sports
0.25	Establishment and Capacity Building of Gender Unit in the Ministry of Information and Culture	Ministry of Information and Culture (MoIC) capacitated to better address issues/ concerns of gender equality	Improved contribution of MoIC to advance gender equitable development		Public sector effectiveness for gender equality	Religious Affairs
0.5	Production and Dissemination of Information Materials on Women's Roles in the Rebuilding of Afghanistan	Greater opportunities for the members of public to learn more of women's roles/ contribution in the development of Afghanistan	Improved understanding of organizations and individuals of critical roles women play for the rebuilding of Afghanistan		Institutions proactive to promote women's development	Education and Sports
-	Improving the life conditions of women and children in Afghanistan (construction of vocational training center for women and vocational and social training for women)	greater access for women to skill development opportunities	increased number of skilled women in the employment market		more women are employed in formal and informal sectors and their enhanced economic opportunities	Education and Sports
8	Establishment of Vocational Training Centers, enhanced economic opportunities for Women in Faryab, Balkh, Takhar, Kunar, Nangarhar,, Khost, Paktika, and Nimroz and marketign centre for women's products	Increased skill development and economic opportunities for women in selected provinces	More women are in the job market		enhanced economic status of women and their families in selected provinces	Education and Sports
1	Setting up of sports stadium for female and male youths in Ghazni					Education and Sports

Input (MUS\$)	Project	Outputs	Outcomes	Types of Budget Op/Dev/Ext	Impact	Responsible Sector
0.005	Public advocacy on gender and population	Improved understanding of the members of public of women's health and importance of their physical and psychological well-being	Improved quality of life and health status of women			Health and Nutrition
-	Pilot burn center	Availability of facilities to treat burn patients	Improved accessibility of public particularly of women in pilot areas to treatment related to burn		Improved health care services in pilot areas and successful model available for replication	Health and Nutrition;
0.5	Gender Mainstreaming in Agricultural Programmes (UNDP)		Improved access of women to benefits in the agri-sector and greater recognition of their contributions		Improved states of women (economic and social) and their families, particularly in rural areas	Gender Equity
7	Backyard Food Production for Women in Rural Areas	Improved economic opportunities for rural women	Increased income and productivity of women	Ext	Improved economic well-being and health status of women and their families	Agriculture and Rural Development
3	Recruitment and Training of Female Extension Workers	Increased number of skilled female extension workers	Increased efficiency of DoAs to reach female farmers		enhanced productivity in agri-sector	Agriculture and Rural Development
1	Capacity building on livelihood for nomads	greater potential of nomads for food security	Improved accessibility of nomad community to economic opportunities		Improved economic condition of nomad community	Social Protection and Humanitarian Aid
-	Enhancing Women's Economic Empowerment in Afghanistan	Improved specialized opportunities for women among refugees and returnees	Improved access for women among refugees and returnees to and participation in economic activities		refugees and returnee women and their families are economically better-off and better integrated in Afghan societies	Refugees, Returnees and IDPs
2.5	Vocational trainings for widows and physically impaired women	Improved opportunities for widows and physically impaired women to be marketable	greater participation of widows and physically impaired women in economic activities		Improved economic conditions of widows and physically impaired women and their families	Refugees, Returnees and IDPs
0.075	Development of Policy Proposal on Women's Rights to Inheritance					Refugees, Returnees and IDPs
0.25	Capacity Building for Local Government Units and NGOs on Responding to Economic and Social Needs of Chronically Poor Women	Local government institutions and NGOs are better equipped to address the economic and social needs/poverty better	Improved quality of life of chronically poor women.		Decrease in the number of chronically poor women	Social Protection and Humanitarian Aid
0.025	Conceptualization of Private Sector Employment Strategy for Women	Gender responsive, pro-women employment strategies in the private sector	Gradual increase in the number and percentage of women employed at various level including decision making by private sector		Gender responsive employment strategies of the Private Sector, which contributed to the reduction of women's poverty and the hardship of their families.	Private Sector Development

Input (MUS\$)	Project	Outputs	Outcomes	Types of Budget Op/ Dev/Ext	Impact	Responsible Sector
0.025	Study on the impact of corruption on Gender Power Relations	Impact of corruption on gender power relations is known	Anti-corruption policies/strategies are informed of the gender power relations and thus the vulnerabilities of women		Anti-corruption measures/initiatives contributed to the reduction of gender inequalities and vulnerability of women	Anti Corruption
0.25	Study on International Best Practices on Women's Participation in Anti Corruption Campaigns	Internationally recognized contributions/participation of women in anti corruption campaigns known	Policy planners/decision makers benefited from the knowledge generated by the study in designing new camping		More and more women are engaged in anti-corruption campaign	Anti Corruption
0.05	Technical Support to the Pilot Implementation of the Accountability Mechanisms in Public Service					Anti Corruption
0.1	Study on the Impacts of Gender Capacity Building	status of institutional capacity to mainstream gender across the board is known/ understood	Organizations were strengthened/ new measures put in place to overcome the gender technical capacity gap		Organizations are more and more gender responsive: gender technical capacity locally available within various organizations.	Capacity Building and Institutional Reform
0.03	Research on the Impacts of Narcotics Strategy on gender power relations	Information, data available on the impact of narcotics on gender power relations	Resources, information available to improve policy environment		Policy advocacy and lobby are fact-based	Counter Narcotics
0.5	Improvement of Residential Treatment Centers for Female Wards	quality of services improved	quality of women's health improved		health related expenditure at family level reduced, which in effect contributed to the reduction of poverty	Counter Narcotics
2.5	Coaching Assistance to Community Women Leaders	Community women leaders are better equipped for environmental protection	Enhanced meaningful participation of community women leaders in environmental protection measures		Women's roles and leadership is recognized in environmental protection measures	Environment
0.03	Research on the Gender Impacts of Environmental Problems	Data, findings are available on the co-relation of gender disparities and environmental degradation	Resources, information available to improve policy environment		Policy advocacy and lobby are fact-based	Environment
0.15	Regional Meeting of National Women's Machineries	Regional level knowledge, experiences gathered on the functional mechanisms and effectiveness of National Women's Machineries	improved effectiveness of the National Women's Machinery		Recognition of the contribution of the National Women's Machinery to reduce gender disparity and feminization of poverty	Gender Equity; Regional Cooperation

Input (MUS\$)	Project	Outputs	Outcomes	Types of Budget Ope/ Dev/Ext	Impact	Responsible Sector
2	Information and incentive systems to attract more women in the army and the police force	Increased number of women in army and police	Increased participation of women including in the decision making in the police and army		security sector policies and strategies are gender responsive and women specific security concerns receive due considerations	Security
0.05	Conference on gender issues in the security sector	Gender issues in the security sectors are well defined	security policies/strategies informed of gender issues		women's security is better protected.	Security
0.05	Public advocacy to generate support on the Anti Sexual Harassment Law or Policy	Public demands Sexual Harassment and grievance handling laws/policy to be enacted	Sexual Harassment and grievance handling laws/policies being enforced		women's improved psychological well-being and improved and effective participation of women in various sectors	Justice and the Rule of Law
0.3	Development of Data Base on VAW	ready reference for policy/ strategic measures, anti-VAW camping	effective policy and strategic measures and social mobilization campaigns run		incidents of women being affected by VAW has reduced	Justice and the Rule of Law
0.3	Awareness Campaign on women's legal rights	Enhanced awareness of public in general and women in particular of women's legal rights	women and their families claim their rights/women's rights violation cases get reported	Ext	Incidents of violation of women's rights reduced	Justice and the Rule of Law
2.5	Legal support to women – legal aid clinics, training of female Para legal, support to the strengthening of national network of female lawyers, legal referral centers	Improved institutional response to women's legal needs	enhanced accessibility of women to legal aid		women's rights are better protected	Justice and the Rule of Law
1	Public education on the justice system	Greater public awareness of the existing justice system	Greater ability of the members of public in general and women in particular are informed of their rights and entitlements and the institutions that delivers		Improved demand for services	Justice and the Rule of Law
-	Combating Family Based Violence in Afghanistan	adequate legal (and medical) support is available to girls and women and the incidents of family violence has reduced	women and girls are better off and		improved state of women's physical and emotional well-being	Justice and the Rule of Law
2.5	Distribution of more energy efficient stoves to women in selected remote areas	improved access of women to technology	women's reproductive role related burden has reduced		efficient use of women's labor power and energy	Energy
-	Establishing of recreational parks for women and children in Balkh, Takhar, Kunar, Nangarhar, Ghazni, Daikundi, and Ghor	increased space for women and children in public sphere	increased participation of women in public events		enhanced confidence and improved physiological well-being of women	Gender Equity, Urban Development
-	Subsidy to private bus operators to implement the policy on promoting equitable access to transportation	proactive initiatives of private bus operators	enhanced accessibility/usability of women		improved mobility and public participation of women	Transport and Civil Aviation

Input (MUS\$)	Project	Outputs	Outcomes	Types of Budget Ope/ Dev/Ext	Impact	Responsible Sector
-	Pilot home-based work arrangements for women	improved access of women to work	improved economic opportunities for women		women's economic poverty reduced	Information and Communications Technology
-	Gender review of land policy, housing policy, mortgage law, water distribution law, municipal law and land acquisition law	gender discrepancies in various laws systematically uncovered	recommendations are made to improve the quality of laws and make them more equitable		increased possibilities for women's ownership to various resources/assets	Urban Development
0.5	Establishment of literacy courses for women in Takhar	increased opportunity for women to be literate	increased access for women to information/Institutions		improved awareness of women on various issues pertinent to them	Education and Sports
0.2	Career counseling for girls graduating from secondary level	improved awareness/readiness of girls for job market	greater accessibility of girls in the employment market		improved economic opportunities for girls and their families	Education and Sports
5.5	Construction of high schools for girls	improved facilities for girls education	increased number of girls enrollment		enhanced literacy rate in general and among girls in particular	Education and Sports
0.1	Establishment of VAW counseling units in the schools and universities	increased awareness of girls/young women of VAW and they are better equipped	effectives and timely response by girls/women		decrease in the number of VAW cases and increased number of cases reported on	Education and Sports
5	Holding of remedial classes for girls and women who drop out of schools	improved access for dropped out girls to education	increased possibilities for girls to get employed		improved education for girls; increased possibility for economic well-being;	Education and Sports
0.05	Development of implementing guidelines for the national policy on compulsory education	road map to implement compulsory education policy	enhanced opportunities for/ accessibility of poor girls and boys to education		better economic and social future for poor girls and boys	Education and Sports
0.1	Computer and English training for women in Noristan	women in Noristan are better equipped for job market	increased possibilities for improved economic status of women		decrease in poverty level of women and their families in Noristan	Education and Sports
0.1	Setting up of books and reading center for women in Nangarhar	improved access for women in Nangarhar to information	women in Nangarhar are better informed and able to give views, opinion on matters pertinent to them		enhanced participation of women in Nangarhar	Gender Equity
3	Establishing of day care and kindergarten classes in all provinces	reduction in women's child care burden	increased possibilities for women to access education and employment		reduction in women's poverty and improved participation of women	Education and Sports
0.1	Gender briefings for media	enhanced awareness of media organization of gender discriminations and women's disadvantages	proactive initiatives of media to promote women's rights and gender equality		improved gender responsiveness of media	Culture and Media
0.1	Capacity building for women in media	Increased number of skilled/competent women in media	Improved quality participation of women in media		women's views influence media decisions	Culture and Media
0.1	Support to organizations of women in arts and media	increased opportunities for women	enhanced participation of women		increased women in non-conventional areas	Culture and Media

Input (MUS\$)	Project	Outputs	Outcomes	Types of Budget Op/Dev/Ext	Impact	Responsible Sector
2.5	Establishment of poultry farms in centre and districts for 10,000 women beneficiaries in Ghor	Income earning opportunities for women in Ghor	Women's economic participation		economic well-being of women and their families and reduction of their income poverty	Agriculture and Rural Development
1	Provision of micro credit facilities in Balkh	Increased access of women to financial resources in Balkh	Increased participation of women in economic activities and financial decision making processes		Reduction in women's economic poverty and enhanced self-esteem	Agriculture and Rural Development
1	Capacity Building of MoWA for Gender Mainstreaming and Poverty Reduction	Enhanced technical capacity of MoWA to reduce poverty through gender mainstreaming	Increased participation of MoWA in policy decisions, strategic interventions of other ministries such as MoLSA, MoF, MoD, Disaster risk reduction		Enhanced visibility of MoWA's role in gender responsive policy directions and strategic initiatives in devising gender responsive poverty reduction measures	Social Protection and Humanitarian Aid
	Women's economic empowerment programme	Greater economic opportunities for women	Improved economic as well as decision making and management skills of women		Reduction in women's economic poverty; women's improved role in decision making	
1	Skill Training Project for Chronically Poor Women	Enhanced marketable skills of chronically poor women	Greater income earning opportunities and participation of chronically poor women in economic activities		reduction in poverty level of chronically poor women and their families	Social Protection and Humanitarian Aid
0.5	Piloting of gender sensitive labor information centers	enhanced accessibility of organizations, policy makers at large to labor information	pro-poor gender responsive policy making processes strengthened		Poverty reduction policy interventions are gender responsive	Social Protection and Humanitarian Aid
2.5	Establishing of economic centers for poor women in Takhar	Improved access for poor women in Takhar to economic opportunities	Poor women in Takhar are economically better off		Women's poverty level in Takhar alleviated	Social Protection and Humanitarian Aid
2.5	Establishment of market and micro finance program for women entrepreneurs in Badakshan	Increased access of women to financial resources and market in Badakshan	Increased participation of women in economic activities, market and financial decision making processes; improved knowledgebase of women of economic activities, market		Reduction in women's economic poverty and enhanced self-esteem	Social Protection and Humanitarian Aid
0.1	Establishment of women's weaving, honey bee projects in Badakshan	Increased access of women in Badakshan to economic activity	Increased economic income of women		women's economic vulnerability reduced	Social Protection and Humanitarian Aid
0.1	Setting up of agricultural facilities for women in Noristan	women's improved access to agricultural inputs and agri-product marketing facilities in Noristan	women's improved knowledge and control over agri inputs, use of marketing facilities, their enhanced participation, their greater decision making roles		women's greater contribution in agri-economy and they are economically empowered	Agriculture and Rural Development
0.4	Establishment of condolence halls for women in Balkh and Ghazni	women's greater opportunities to participate in religious activities	Women's social network strengthened			Gender Equity

Input (MUS\$)	Project	Outputs	Outcomes	Types of Budget Op/ Dev/Ext	Impact	Responsible Sector
0.5	Technical assistance program for ministries on gender mainstreaming	enhanced gender technical capacity of ministries	programme and initiatives of various ministries are gender responsive		gender sensitive development processes in Afghanistan	Gender Equity
0.35	Comprehensive capacity building program on gender and statistics	Institutions are capacitated, trained personnel available, to develop gender statistics	development analysis and interventions are more equitable		improved effectiveness of organizations and individuals	Governance, Public Administrative Reform and Human Rights; Gender Equity
0.25	Capacity development of NGOs to target women and increase women's representation in leadership and decision making positions	local level organizations capacitated to promote women's participation particularly in leadership	Enhanced participation of women in leadership role		Local level development initiatives are responsive to women's concerns, needs.	Governance, Public Administrative Reform and Human Rights; Gender Equity
3	Capacity building of local government units and key staff of IDLG to facilitate gender mainstreaming in local governance	Local government units and staff of IDLG capacitated to promote gender mainstreaming at local level	local level development planning processes are gender responsive		gender mainstreaming occurring at local level	Governance, Public Administrative Reform and Human Rights; Gender Equity
0.05	Gender awareness raising of senior officials of government	Greater understanding of senior govt officials of gender and consequences of gender blind/insensitive policies, strategies and interventions	Institutional practices are more responsive to critical gender needs of women		institutional mechanisms are gender sensitive	Governance, Public Administrative Reform and Human Rights; Gender Equity
5	Establishment/improvement of DOWA office and facilities in all provinces	DoWA is more equipped to serve other government entities, NGOs and women in the provinces	DoWAs are considered being resources		increased visibility and influence of DoWAs in sub-national development processes	Gender Equity
0.025	Public awareness raising on women's rights in all provinces	Greater understanding and acceptance of women's rights by the members of public	Incidents of discriminations and harassments of women and girls in public spheres reduced		Women and girls are enjoy greater rights and entitlements	Gender Equity
0.2	Capacity building for Ministry of Women's Affairs (UNDP)	Capacity of MoWA as the manager and leader of gender mainstreaming enhanced	State organs receive improved technical support from MoWA for gender mainstreaming		Improved quality of gender mainstreaming efforts in various state entities	Gender Equity
-	Establishment of Women's Parks in 4 provinces	Increased space for women in public sphere	Improved access for women to public space and facilities		improved opportunities for women (social, economical)	Gender Equity
-	UNIFEM Support to Ministry of Women's Affairs	MoWA is capacitated to ensure gender mainstreaming occurs	MoWA is viewed by other state organs as resource		gender mainstreaming processes in various state organs benefit from MoWA's roles and support	Gender Equity

Input (MUS\$)	Project	Outputs	Outcomes	Types of Budget Ope/ Dev/Ext	Impact	Responsible Sector
-	National Action Plan for the Women of Afghanistan: Institutionalizing gender mainstreaming	NAPWA is being implemented	Women's greater access to resources, opportunities and development benefits		Change in women's situation/condition	Gender Equity
-	Support to Network of Rural Women in Development – Provincial Women's Development Centers (WDCs)	Rural women's networks and provincial women's centers are strengthened	women's centers are active promoting women's agenda at sub-national/local levels		Local level women's leadership and development agendas are being influenced by women's networks	Gender Equity
0.1	Establishment/strengthening of Gender Unit in all ministries					Gender Equity and all pillars
-	Communication Strategy on the ANDS Gender Equity Strategy	Tools to promote implementation of the ANDS Gender Strategy available	Potential of critical contributions of the strategy widely published and support generated		Roles of various stakeholders to implement the Gender Strategy is being well understood and well performed	Gender Equity
-	MoWA Initiative to Strengthen Policy and Advocacy (planned)	Strengthen and effective advocacy on gender mainstreaming policy	MoWA leaders are more strategic in making their interventions		MoWA's partnership network is strengthened	Gender Equity and all pillars

Counter Narcotics Strategy

1387 - 1391 (2007/08 - 2012/13)



Cross-Cutting Issues

Counter Narcotics Strategy

Approved by:
Responsible Authorities

Prepared & submitted by:

Ministry *Counter Narcotics*

Name of Minister *Gen. Khodaidad*

Signature

Ministry of Counter Narcotics

H.E Gen. Khodaidad



Submission Date
March 2008 30

COUNTER NARCOTICS STRATEGY

INTRODUCTION

The narcotics situation in Afghanistan is nothing short of an emergency, not only for Afghanistan but for the region and even the world, and has to be managed with due urgency. The government has to deal with it directly, efficiently and without any self-imposed restraint. The policy for counter narcotics cannot be one of unbridled aggression but will require a strategic approach, where the issue is not whether elimination of narcotics needs to be gradual or rapid, but what has the least negative social impact and will be sustainable. The counter narcotic strategy will go beyond institutional procedures and relationships.

Afghanistan's narcotics economy threatens all the major goals of Afghan democracy. Narcotics and insurgency have become mutually supporting enterprises, and narcotics has corrupted many government officials and paralyzed many institutions. Strong measures are required to be implemented quickly to counter the narcotics menace. Towards this end, there are advocates of rapid annihilation of poppy crops, including air spraying, while others believe in phasing out the poppy cultivation and simultaneously managing issues of drug trafficking and usage. Both these approaches have their advantages and demerits. Most obviously, an aggressive approach for elimination will have social and environmental considerations, while a gradual approach may dilute the required urgency. Sudden elimination of the crops is only attacking the tip of the proverbial iceberg as this is the lowest component in the

value chain; however, it could be a significant starting point.

Opium production has to be treated as a criminal activity undertaken for the meanest level of profiteering. The increase of poppy cultivation in recent years shows that many Afghan farmers, indeed entire districts, are now growing poppy who did not do so only three years ago; and many have stopped growing poppy who were doing so earlier. Poverty was not the determining factor in these decisions.

While economic development is highly important for Afghanistan's future, the lack of development so far should not be blurred with the poppy economy, which is, at least in its current scale and strategic profile, a relatively new problem and a new threat. Long term economic development will certainly ensure a solution to the opium problem; but the solution will have to arrive well before the long term benefits of economic development can be realized.

United Nations Office on Drugs & Crimes (UNODC) has concluded that poverty is not the major driving factor behind poppy production, as is greatly believed. The poorest people in Afghanistan live in the north, which has either significantly reduced or ceased poppy production. On the other hand, the wealthier southern provinces have significantly increased poppy production. UNODC's finding that poppy and poverty should be delinked implies that poverty should not become an excuse for any direct attack

on narcotics. However, the relationship between poverty and counter narcotics is not as simple as it appears.

There may be a short term impoverishing impact if the crops were to be destroyed, because the most affected will be those who are involved in cultivation: the labor, small farmers and their families. The destruction of crops can have impact on lives of women and their relationships within the family. No single activity, program or sector can individually tackle the narcotics problem in Afghanistan.

IMPLEMENTATION OF NDCS

The National Drug Control Strategy (NDCS) will continue to provide the overarching strategy recommending that all line ministries will play an active role in managing the counter narcotics aims and objectives. NDCS ensures a holistic approach to the implementation of programs and projects across all sectors that are designed to have a negative impact on the opium economy.

The first prerequisite for counter narcotics action, especially for enforcement and interdiction, is political commitment, which is amply demonstrated by the creation of an exclusive Ministry (MCN) and also by adopting counter narcotics as a crosscutting theme in ANDS. From this strong declaration of policy intent, counter narcotics has to extend to the ground level through effective implementation. MCN will have to have a strong and committed Minister who can not only manage the affairs of MCN but exert influence on the line ministries too. The Ministry will require mandatory sanction to implement the political will. MCN will provide the direction and the necessary coordination but the implementation will be in the provinces at this moment most mechanism is limited to Kabul. It will be the responsibility of the Governors to convert policy into field level interventions.

To begin with, the appointment of the governors will have to be linked to fighting poppy cultivation, particularly in the high poppy cultivation areas. The focus will be to

eradicate cropping in high growing areas, and also on those who have low or no cultivated areas as they could start growing poppy or a substitute like cannabis. The governors will have to agree to and abide by a basic counter narcotics action plan for their provinces. This will be achieved through coordinating the NDCS implementation plan.

The line ministries are responsible for implementing their projects and activities contained within the NDCS implementation plan. MCN is responsible for ensuring coordination and monitoring activities but at the program level. MCN is not responsible for technical monitoring of individual activities and projects.

The counter narcotics crosscutting theme in ANDS not only provides options for livelihoods but also opportunity for improved security, rule of law and social support, which together will offer hope to the poorer sections of society. Poverty will also be tackled with credit and marketing support through the government national priority programs that are linked in to the NDCS implementation plans.

The bigger fight through counter narcotics is against drug trafficking requiring a strong criminal justice system. The fact that those who are involved in crimes related to drug trafficking have vested in themselves economic clout and power to inflict grievous injuries makes the job of the justice system complex. This means that the criminal justice system will not have to be strengthened through reforms but also given ground support for implementation. The people have to be informed about the role and effective functioning of the courts.

The success of counter narcotics strategy will depend on the ability of MCN to manage and coordinate the efforts with the line ministries, relevant departments and provincial governors.

To be able to do this MCN requires political will, relevant systemic support and resources. Counter narcotics is at the heart of Afghanistan strategy as it affects Security, Governance, Rule

of Law & Human Rights and Economic & Social development – the three pillars of I-ANDS (Interim Afghanistan National Development Strategy).

CHAPTER 1

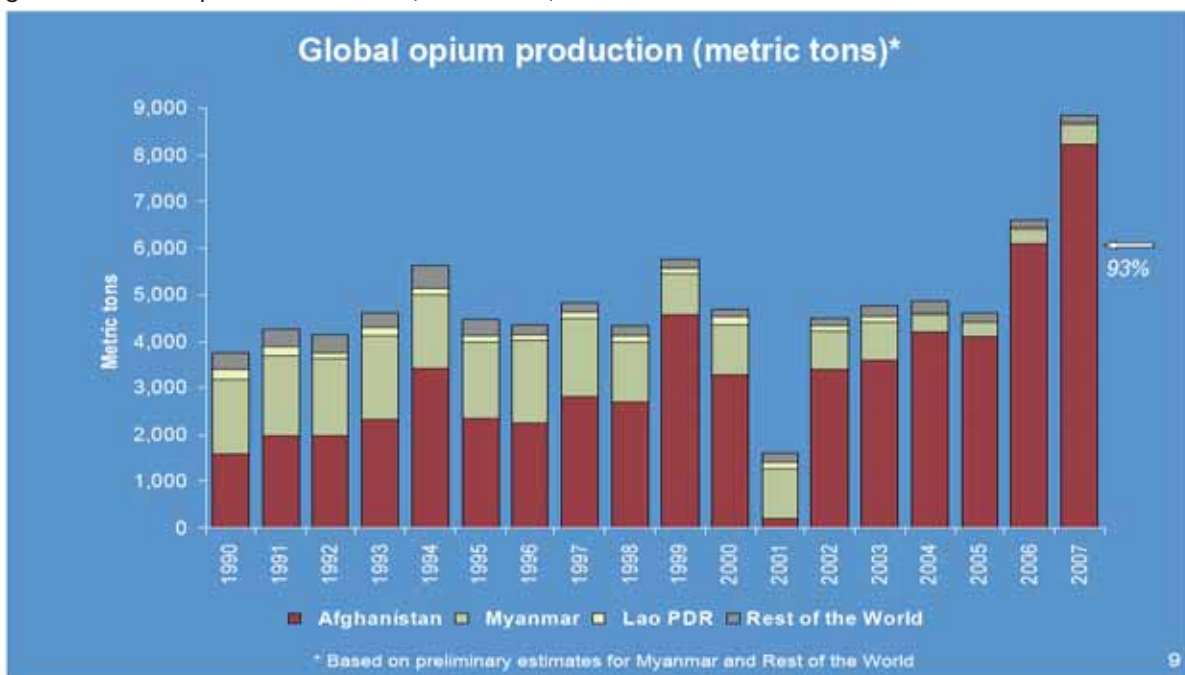
CONTEXT: EXPLANATION OF THE CURRENT STATE

OVERVIEW

Narcotics production in Afghanistan is considerably higher than anywhere in the world, accounting for 93 per cent of world production of illicit opium in 2006-07. The opium industry is estimated to account for roughly one-thirds of the country's economy making. According to the United Nations Office on Drugs and Crime (UNODC) Afghanistan Opium Survey 2007, the cultivation of poppy in the country has broken all records in 2007. This goes also for production, trafficking and domestic consumption of illicit drugs. Afghanistan grew 93 percent of the world's opium poppy, according to the UNODC. Opium poppy cultivation increased from 165,000 hectares in

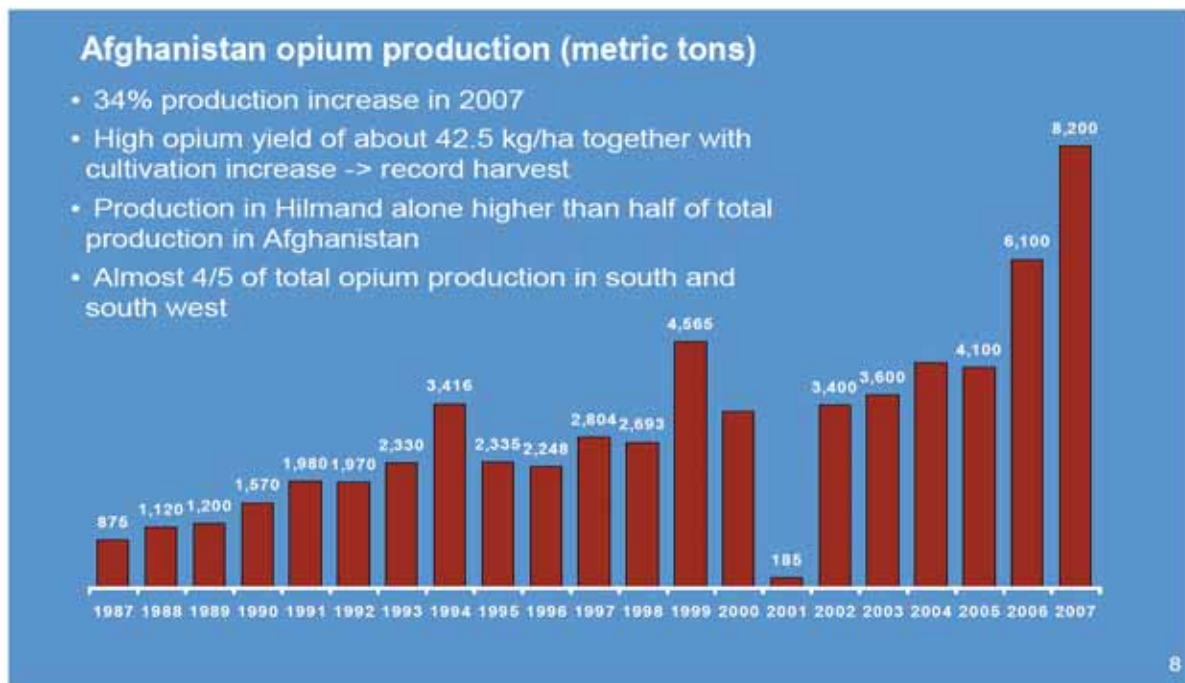
2006 to 193,000 hectares in 2007, an increase of 17 percent in land under cultivation. UNODC estimates that Afghanistan produced 8,200 metric tons of opium in 2007, an increase of 2556 metric tons over the 5,644 metric tons produced in 2006. Opium production in 2007 was thus 34 percent higher than in 2006 and double what it was in 2005. Most of the opium produced in Afghanistan was refined into heroin and other products inside the country. The export value of this year's production of opiates, \$4 billion, equaled more than half of the licit GDP, and substantially more than the total external development assistance. Out of the estimated US\$4 billion export value from the drug industry, farmers received a significantly small part, approximately US\$1 billion (25%) illustrated in figure 1.

Figure 1. Global Opium Production (metric tons)



Source: MoCN/UNODC Afghan Opium Survey 2007. The number of people involved in opium cultivation increased in 2007 from 2.9 million to 3.3 million. According to UNODC estimates, 14.3% of Afghans were involved in opium cultivation during 2007. Relatively high profits, access to land and credit, and convenient access to markets make poppy cultivation an attractive business for farmers in Afghanistan. In its 2007 survey, UNODC stated that opium cultivation is no longer associated only with poverty, but is closely linked to anti-Government activities as well (Illustrated in figure 2).

to markets make poppy cultivation an attractive business for farmers in Afghanistan. In its 2007 survey, UNODC stated that opium cultivation is no longer associated only with poverty, but is closely linked to anti-Government activities as well (Illustrated in figure 2).



Source: MoCN/UNODC Afghan Opium Survey 2007

This is a precarious situation as its sudden elimination without a feasible development model may cut off income sources to those directly involved but also those who are indirectly dependent. Although a number of counter narcotics initiatives are underway within the line ministries, there have to be efforts to make them cohesive and interactive. Consequently impact is not effective or sustainable enough to cause a lasting improvement in the livelihoods of the poor. This calls for effective mainstreaming of counter narcotics through the ANDS system. Despite predicted increases in poppy cultivation in 1386, it is thought that there will be significant decreases in the north and heavy increases in the south, which is fraught with insecure environment. There is increasing possibility of substituting opium with cannabis even in the Northern provinces.

Poppy cultivation may not be directly related to poverty as argued by UNODC but it can not be excluded from the poverty discourse of Afghanistan because if the situation is viewed from cultivation, share cropping, labor for harvesting and other activities, land tenure, credit, etc. it will be obvious that poverty and vulnerability will need to be addressed in any CN strategy.

The actual poppy production is more than the worldwide market demand as declared by UNODC during the last Paris Pact meeting held in Kabul. Increasing production should affect prices in the world market, which will have an impact on production and control of distribution. However, narcotics can not be treated like any other commodity. There is a need for urgent

interdiction rather than letting the market alone decide pricing and therefore consumption.

Afghanistan has ratified the United Nations Convention against Corruption (UNCAC) that will facilitate control of money laundering by drug traffickers. This would be further strengthened by reforms in the banking sector, property acquisition and registration and Income Tax, which will, by reducing money laundering, support counter narcotic efforts of the government.

THE APPROACH

- Afghanistan provides congenial agro-climatic conditions for growth of poppy but this would also hold true for other crops. Therefore, growth of agribusiness to replace poppy cultivation is a feasible option provided minimum security and governance conditions are created. (Agriculture Strategy)
- Identifying and taking punitive action against corrupt government officials involved at any stage of opium cultivation, processing into drugs, trafficking, money laundering and supporting insurgency and violence, etc. (Legal Strategy)
- Weakness of the governance structure allows for unchecked poppy cultivation in Afghanistan. Strengthening the governors and offering incentives to them for eradication of crops, and reduction in processing, trafficking would be an integral part of CN Strategy. (governance strategy)

LEGAL-JUDICIAL CONTEXT

The Law on Narcotics was drafted by the counter Narcotics Directorate in 2002-03 and subsequently refurbished in December 2005. According to this law, the Ministry of Narcotics is responsible

for “coordinating, monitoring, and evaluating law enforcement efforts against illegal drug use and trafficking”. The law has provision for investigation and prosecution.

The Narcotics law has presidential sanction but needs to be ratified by the parliament. The focus has to be on capacity development in the government for taking advantage of this law for counter narcotics. An indicator for effective legal action will be the number of arrests and prosecutions. To do this, the review for strengthening the Attorney General’s Office and Criminal Justice Task Force will be carried out.

The Counter Narcotic Law, Law against Support to Terrorism and Money Laundering .

Law will be used in conjunction with counter narcotics; this will require a coordination mechanism that will allow these institutions to interact, build a common data base and take joint action. The judicial system will be provided with technical, financial and logistics support towards prosecuting drug traffickers and issues related to corruption, especially money laundering.

ORGANIZATIONAL COORDINATION CONTEXT

There are a number of donors who have shown the intent for countering narcotics; however, all of them are not participating directly and CN is only a component of their programming. The World Bank, Asian Development Bank and European Commission are supporting CN as part of their development agenda as these organizations do not wish to engage with local law and order problems. These organizations can support agriculture, livelihood, and capacity development with the line ministries. The USA and UK are directly working with CN, therefore the responsibility of direct intervention will be with these two countries and their organizations.

Donor coordination will have to be strengthened once the role, responsibilities for themes, sub sector issues and areas have been agreed upon. It is proposed to evaluate the possibilities to implement the existing and operating UNODC database “ADAM” (Automatic Donors Assistance Mechanism) for facilitating coordination.

have a positive impact on counter narcotics and encouraging the line ministries to become more collaborative in implementation. At the same time, line ministries will become more accountable for the achievement of counter narcotics objectives. Each ministry will manage and report against pre-decided specific indicators.

The most important challenges for the future are to promote a coordinated approach to development in the narcotics environment. MCN needs to be able to support the line ministries in seeking to identify ways in which their programs will

The lead will have to be taken by the Policy Action Group (PAG) for empowering MCN. Counter Narcotics as a crosscutting theme will be handled by several line ministries as detailed out in the National Drug Control Strategy, 2006 (Table.1)

NDCS Pillars	Responsible
Law Enforcement	Ministry of Interior, CNPA, ASNF, MCN, Boarder Police, National Police
Criminal Justice	Ministry of Justice, Attorney General’s Office, CJTF, MCN
International and Regional Cooperation	Ministry of Foreign Affairs, Ministry of Defense, National Directorate for Security, Office of National Security Adviser, MCN
Institution Building	All line ministries and provincial administration
Public Awareness	MCN, Ministry of Higher Education, Ministry of Education, Ministry of Public Health, Ministry of Information, Culture and Tourism, Ministry of Hajj & Awqaf, Ministry of Women’s Affairs, Provincial Administrations,
Demand Reduction	MCN, Ministry of Higher Education, Ministry of Education, Ministry of Public Health, Ministry of Information, Culture and Tourism, Ministry of Hajj & Awqaf, Ministry of Women’s Affairs,
Eradication	MCN, Ministry of Interior, Afghan Eradication Force, Provincial Administration
Alternative Livelihoods	Ministry of Rural Reconstruction and Development, Ministry of Agriculture, Animal Husbandry and Food Stuff, MCN, Ministry of Energy and Water, Ministry of Finance, Ministry of Public Works, Provincial Administrations

In discussions with the ministries and agencies committed to technical assistance, the current range of coordination bodies and meetings will be clarified and their purposes delineated from each other. Support from the international community before and during the upcoming JCMB meeting will also clarify the institutional and coordination functions in the sector.

will be accountable for eliminating poppy cultivation and for disrupting trafficking and associated corruption issues.

The responsibility of ground level action towards counter narcotics will have to be at the provincial and district levels, and also reaching down to the village level. The provincial and district officers under the overall supervision of the Governors

Provincial Working Groups, which brought together provincial stakeholders, whether government or members of the international community, have proved to be relevant and necessary. Provincial working groups in Nangahar and Helmand have proved to be quite useful. MNC will have to work towards developing a system of feedback from the PWGs and management by the national coordination bodies.

SOCIETAL CONTEXT

The arena for counter narcotics is in the communities: unless there is understanding in society about the ills of narcotics, the war against narcotics can not be won. At the moment there is limited or no information about the levels of awareness in the community. The MCN will launch a focused CN information, education and communication (IEC) program. The participation of line ministries and the Governors will be mandatory in these campaigns. Support will be solicited from Ministry of Information, Culture and Youth. Depending on the requirement on the ground, ISAF and other international partners responsible for security will also be associated.

The line ministries responsible for programs will have focused interventions for community participation and empowerment through their programs. They will have to take up the responsibility of developing and strengthening civil society organizations, which at present play a limited role in counter narcotics although there are NGOs active in health, education and culture sectors who could be empanelled for promoting awareness on counter narcotics.

RESOURCES

CN Strategy can only deliver if has resources at its disposal. The Counter Narcotics Law (Art 52) empowers MCN to propose and manage funds from all sources. The budget also incorporates funding incentives for improved delivery of the Good Performance Initiative (GPI) and the Counter Narcotics Trust Fund (CNTF). MCN will encourage line ministries and civil society partners to take up programs that will serve as incentives for CN outputs. Currently it has been noticed that the incentive schemes are not funded. Availability of resources with MCN will empower the Ministry in effectively coordinating the programs and playing the necessary leadership role.

POLICY FRAMEWORK

On January 17, 2002, the Afghan Interim Authority formed by the Bonn Agreement through a decree banned poppy cultivation, heroin production, opiate trafficking and drug use. In two other decrees the issues were further specified. The National Drug Control Strategy, 2003 provided the milestone with 2013 being the year of elimination of all poppy cultivation and drug trafficking from Afghanistan. Counter Narcotic Implementation Plan was developed in 2005, which described possible interventions for achieving the NDCS aims. The revised NDCS change focus from complete elimination to a more comprehensive set of priorities. NDCS is being reviewed and will be revised in 2008. Counter narcotics will comprise policies and programs that will, to begin with, reduce and then eliminate production, trafficking and usage of prohibited narcotics. The Afghan CN strategy will have to primarily focus on reduction and eventual complete eradication of poppy or substitute narcotic cultivation and processing illicit drugs, along with controlling trafficking in drugs. The greater policy goal is to transform the illicit drug economy into above-board and market driven economy that will improve the lives of people in Afghanistan.

GOVERNMENT'S FIVE-YEAR STRATEGIC BENCHMARKS

1. By Jaddi 1389 (end-2010), the Government will strengthen its law enforcement capacity at both central and provincial levels, resulting in a substantial annual increase in the amount of drugs seized or destroyed and processing facilities dismantled, and in effective measures including targeted eradication as appropriate, that contribute to the elimination of poppy cultivation.
2. By Jaddi 1389 (end-2010), the Government and neighboring and regional governments will work together to increase coordination and

mutual sharing of intelligence, with the goal of an increase in the seizure and destruction of drugs being smuggled across Afghanistan's borders, and effective action against drug traffickers.

3. By Jaddi 1389 (end-2010), the Government will increase the number of arrests and prosecutions of traffickers and corrupt officials, and will improve its information base concerning those involved in the drugs trade, with a view to enhancing the selection system for national and sub-national public appointments.

4. By Jaddi 1389 (end-2010), the Government will design and implement programs to achieve a sustained annual reduction in the amount of land under poppy and other drug cultivation, by the strengthening and diversification of licit livelihoods and other counter-narcotics measures, as part of the Government's overall goal of a decrease in the absolute and relative size of the drug economy, in line with the Government's MDG target.

5. By Jaddi 1389 (end-2010), the Government will implement programs to reduce the demand for narcotics, and provide improved treatment for drug users.

CHAPTER 2

OVERALL STRATEGY FOR COUNTER NARCOTICS

STRATEGIC VISION AND GOALS:

To secure a sustainable decrease in cultivation, production, trafficking and consumption of illicit

Figure 3. Alternative Livelihood



Figure 4. Poppy Eradication



drugs with a view to complete and sustainable elimination, and providing development environment and opportunities.

PRIORITY POLICIES AND OBJECTIVES:

- The CN strategy will address the narcotics problem across all sectors, at all levels
- MCN will take the leadership role
- The primary objectives are to ensure progress against four priorities set out in NDCS. The priorities are to:
 - Disrupt the drugs trade;
 - Strengthen and diversify legal rural livelihoods;
 - Reduce the demand for illicit drugs & treatment of drug users; and
 - Strengthen state institutions both at centre and in the provinces.
- These objectives will be met by relevant line ministries through the implementation of their activities listed in the associated pillar plans.
- Provincial governors will be responsible and accountable for the process of control and management of counter narcotics

intervention in their jurisdiction with support from MCN.

DESIRED OUTCOMES:

- Reduced poppy cultivation and dependency on the opium economy
- Improved security environment and protection provided
- Provincial institutions providing sustainable support to the poorer and vulnerable sections of the society established
- Improved security and deterrence thereby displaced illegal elements and reduced insurgency
- Improved livelihoods of poorer sectors of society and reduced poverty

INPUTS & OUTPUTS:

- Success of the CN strategy is dependant on the ability of line ministries to implement their sector programs and on MCN's ability to coordinate and facilitate the process.
- Programs that support the implementation of the counter narcotics objectives are contained in the NDCS Implementation plans which are subdivided into 8 NDCS pillars of activities:

- Demand reduction
- Alternative livelihood
- Eradication
- Public awareness
- Law enforcement
- Criminal Justice
- International and regional cooperation, and
- Institution building

In the CN context there is no single pillar that is more influential or important than the others. However, developing capable institutions to implement the CN strategy is critically important and cuts across all eight NDCS pillars. In this regard, MCN will be focusing on how line ministries will build their institutional CN capacity; more specifically it will seek to review, coordinate and monitor development of provincial CN and government structures as a priority.

There is a need for data collection, management and dissemination of sub-national and provincial level data. Priorities for intervention will be based on data that will help develop a route map for monitoring crop production, processing, trafficking and functioning of illicit economy. This will be available with Policy Advisory Group for advocacy and directions to the ministries through MCN.

CHAPTER 3

COUNTER NARCOTICS SUB-SECTOR STRATEGIES

The situation is quite different from one province or district to another, and therefore a clear differentiated strategy will be implemented. This would require an assessment of the situation by provinces and definition of objectives and instruments accordingly. The basis for strategic priorities will be based on preventing situations across the country in the context of crop production, processing, trafficking and lack of judicial and preventive framework.

DEMAND REDUCTION

Demand is based on the extent of prevailing substance abuse in society and demand for Afghanistan poppy based drugs in the country and outside. According to the UNODC, drug abuse in Afghanistan is rampant. There are consistent reports of a wide range of health-related, financial and social problems relating to drug consumption in the country where many groups are at risk of becoming problem drug users, for example, women, youth, the unemployed, the war-disabled and ex-combatants are most likely to succumb to drug and substance abuse.¹ In the case of women

¹ The first ever national assessment of problem of drug use in Afghanistan conducted jointly by UNODC/MCN in 2005 estimated 920,000 drug users (including men, women and children), which included 150,000 opium users, 50,000 heroin users (of which 14% were injecting the drugs and therefore risk spreading blood-borne diseases such as Hepatitis B, C and HIV/AIDS). The study also found 520,000 Hashish users, 160,000 alcohol users, 180,000 pharmaceutical users and 200,000 other drug users estimated all over the country. (The estimated total number of 920,000 users takes into account users of more than one drug.) While opium, heroin and hashish are available in many parts of the country, there are also reports confirming the misuse of prescription-only pharmaceutical drugs like

even if they are not addicts they can suffer the consequences because other family members' addiction.

The primary strategy towards demand reduction will be to generate awareness about the ill effects of drugs on the health of people and its disruptive social and economic consequences. Public awareness campaigns will also promote knowledge about illegal possession and consumption of drugs. Demand will also be reduced by a comprehensive and well-coordinated network of drug treatment and rehabilitation. There will be need for specific awareness campaigns for women that would cover addiction as well as issues like noticing signs of addiction and how to manage addicts at home as well as their safety and security issues. Awareness campaigns will have to be planned and implemented in the gender context with clear accountability and functional institutional mechanism for gender mainstreaming. This needs to be backed up by gender sensitive data base and earmarked institutionalize gender budgeting and timely gender analysis of policies and programs.

An aftercare and harm reduction services will be established and maintained in all provinces, including 10 residential treatment centers and 34 community-based treatment services. This will be implemented through the relevant line ministries and agencies. The centers will need to focus on specific facilities for women and girls. Besides facilities, the care givers will have to be women.

Valium (diazepam), Ativan (lorazepam) and Sosegon (pentazocine), easily available over-the-counter from pharmacies without a doctor's prescription.

The demand for poppy-based drugs is much higher in the international than the domestic market; however, it is difficult to check demand from outside the country. Besides, there exist mechanisms that monitor and control drug trafficking internationally. The international agencies responsible for tracking and taking punitive action against the traffickers will be requested to share their database with MCN for supporting operation against trafficking. The demand will be reduced by controlling the supply from here by minimizing trafficking at every opportunity.

The desired outcome is to reduce Afghan demand for drugs, offer drug users treatment and reduce harm caused by drug use.

ALTERNATIVE LIVELIHOOD

International agencies with development focus like DfID, WB, ADB and EC are actively promoting the alternative livelihood approach which would have to evolve to cover the entire gamut of social development. The focus would be on rural development supported by law enforcement and awareness generation.

Poppy cultivation is a recent livelihood choice, that is, there were other options before even though not as lucrative, and by this logic, one could be weaned away from it. However, alternative livelihood will have to be profitable enough; legal, social and economic dangers of poppy cultivation will be promoted. There will have to be harsh punishment for flouting anti-narcotics laws. The enormity of the task is obvious from the fact that the opium economy in Afghanistan has a value of \$3.1bn which is approximately one-third of the total economy. This illegal economy provides for approximately 54 million person workdays in the rural sector. There are 500,000 farm workers who to be able to provide such a large population with alternative employment will require complex demand and supply issues management.

The recent history of poppy cultivation does not support the notion that many farmers are dependent on poppy for their subsistence, especially farmers in the large poppy growing areas of the south who are known to grow other crops too. Therefore demand for alternative livelihood is bound to be limited and considering the size of poppy economy, it is not easy to provide for urgent livelihood changes. The priority policy and desired outcome is to strengthen and diversify alternative livelihoods that will free farmers and other rural workers from dependence on poppy cultivation if weighed along with lowering margins but increasing risk of legal ramifications. This also has to go with the reducing demand because of decreasing availability of the drugs.



The desired outcome is that farmers and others involved with poppy growing and processing and trafficking drugs will take up alternative and licit livelihood, thus transforming the economy.

ERADICATION

Policy Action Group (PAG) had planned to eradicate 50,000 ha in 2008 or 25 percent of the cultivated land as estimated by UNODC. To the extent possible, this will be continued for the successive years too. At the moment, the target mapping is not very systemic and there is a need for developing an effective approach. Naturally, there can not be any restrictions on the targets and if the Governors can and wish to go beyond the targets they will be free to do so. At present, the USA is reimbursing the governors and has

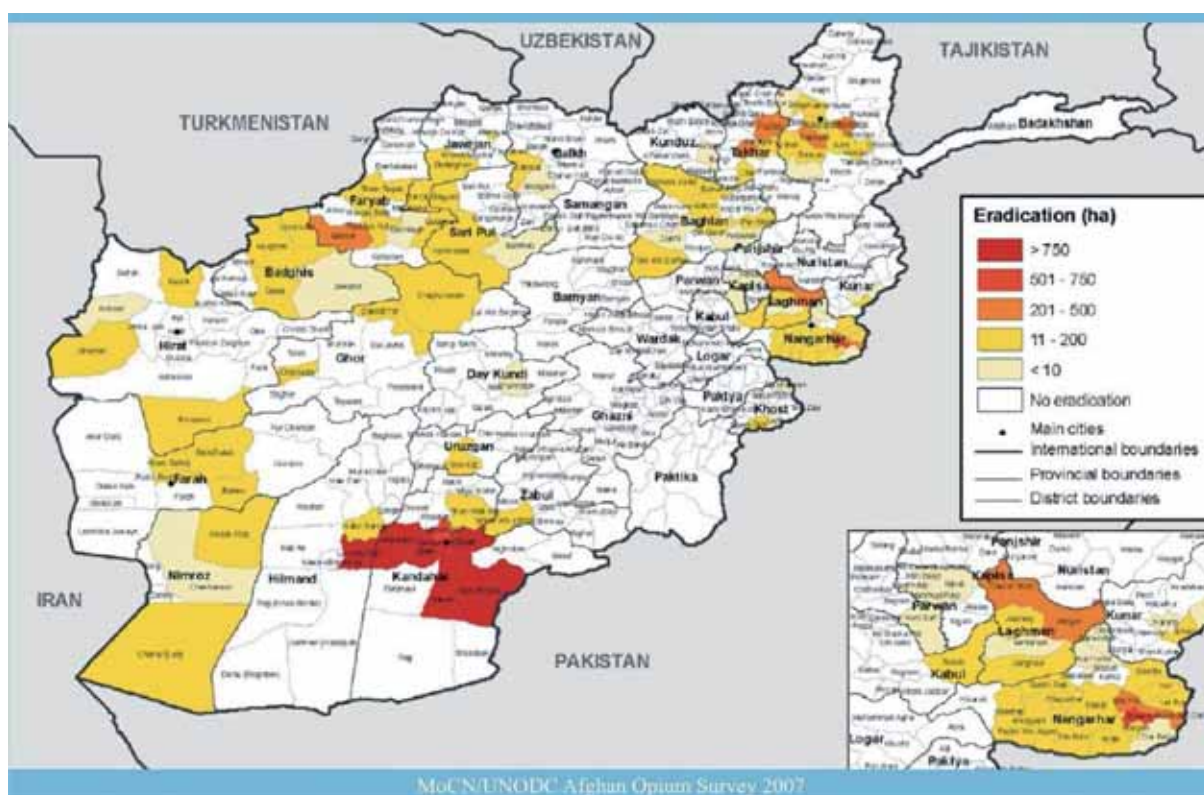
expressed that it will continue to do so in future too and this will not be limited to the US managed zones. This policy of reimbursement will be reviewed regularly based on achievements jointly by MCN and US agency.

There is limited capacity within government to plan the eradication cycle and to conduct targeted and verified eradication. This sub-sector seeks to formulate a comprehensive planning cycle and to introduce a formal system of verification in partnership with Ministry of Interior, UNODC and Counter Narcotics Task Force.

MCN has a pivotal role in the coordination and control of targeting eradication and verification. MCN's policy for targeting will be to use maps based on satellite imaging. All Governors will be directed to follow the advice taken from the targeting maps. MCN will be responsible for providing a certified source of information on the verification of eradicated poppy cultivation.

Coordination with agencies in the targeted areas will be part of the eradication strategy. The organizations involved will be Governor's offices, UNODC (for verification surveys) and eradication forces (Afghan Eradication Force and Afghan National Police). The expected result will be a centralized certified reporting system for verification and eradication. Eradication will be led by MCN but, considering the insecure and hostile environment, it will have to be jointly carried out with support from MOI and MOD and also ISAF where necessary. MOD and ISAF will not have direct role in the arrests that will be carried out but they can provide the protective support required for such operations. A systematic plan for eradication will give special attention to large poppy growers, potential areas that can be relatively easily exchanged with other crops, suspected traffickers and corrupt officials. Traffickers and corrupt officers could also be exposed through income tax provisions and other tax laws.

Figure 6. Eradication Level by District, 2007



The desired outcome is that the government systems to plan, to execute and monitor effective eradication.

PUBLIC AWARENESS

It will be the responsibility of MCN to launch a comprehensive counter narcotics campaign. There is a strong need to inform people about issues related to narcotics: that growing poppy, processing it into drugs, distributing or possessing it, or consuming it is not only harmful to individuals and society, but is also illegal and can have serious repercussions. It would be communicated in no uncertain terms that the issue of narcotics is about crime and punishment and that the government has a zero tolerance policy. The approach for communication will be active, transparent and participatory. Awareness itself will have limited impact on limiting narcotics but it will form the basis for other direct interventions.

The expected outcome is to increase information and knowledge about counter narcotics so there is no excuse among people to plead ignorance on this issue

LAW ENFORCEMENT AND CRIMINAL JUSTICE

The context of this sub-sector is that MOI regards illegal drug trade as the most serious threat to law and order, not only in terms of its direct impact on the lives of ordinary Afghans, but also because it underlies much terrorism, corruption and other serious criminal activity in Afghanistan. While the Counter Narcotics Police of Afghanistan (CNPA) and the specialist interdiction unit, the Afghan Special Narcotics Force (ASNF), has been established as a dedicated force to deal with CN crimes, the scale of the problem demands an integrated approach across all police services in the country, and the active supervision of provincial Governors and police chiefs.

Enforcement of the CN Law requires not only reducing the cultivation of poppy and stopping trafficking in opiates, but also regulation of the chemicals used to produce them. Afghanistan will adopt appropriate measures to abide by the Vienna Convention 1988, signed in 1992. The convention is very clear on the usage of opiate for only medical and scientific purposes. The law specifies establishment of a regulatory system to define illegal drugs, those that can be legally produced, imported, exported and sold, and the effective enforcement of these regulations, at border entry and exit points and within and outside Afghanistan. This is binding on Afghanistan and will provide a guideline for enforcement.

The priority is therefore to control the entry (and exit) of precursor chemicals that can be diverted and used in illegal drug production. The strategy therefore includes establishment and sourcing of the Drug Regulation Committee to undertake this regulatory function, upgrading the Customs Department to improve the CN border controls, and encourage GOA to sign the Custom International Agreement.

More judges, prosecutors and investigators are also needed to ensure valid and fair arrests and prosecutions. This sub-sector also takes into account how to improve ways of using existing court capacity more efficiently, through low cost improvements to ensure that valuable court time is not wasted, for example, when accused persons are not delivered for trial, or trials cannot proceed because defense lawyers have not been allocated to the cases. Case management processes will be improved in partnership with the Attorney General's office and other relevant departments.

A plan will be developed by MCN to extend the participation of Central Narcotics Tribunal outside Kabul into the provinces. The Tribunal, comprising the Criminal Justice Task Force, a team of 120 Afghan police investigators from the CNPA, Afghan prosecutors and primary and

appeal court judges, will expectedly enhance the possibility of greater numbers of high level prosecution, which is extremely necessary to set an example and show the government's resolve to counter narcotics. As the arrests increase, the capacity of custodial lockups and prisons will be improved. The data on conviction will be placed in public domain and be a part of awareness process.

The sub-sector priority and desired outcome is to establish institutional capacity that will increase the risk to drug trafficking through law enforcement, and to establish an effective criminal justice system that can support drug law enforcement.

Law enforcement will be stringent and if government officials are involved, they would be sacked in an exemplary way. A strong political commitment will ensure that corrupt officials will be arrested and prosecuted at all levels. The investigators and judges will have to be provided protection to be able to carry out their jobs without fear or prejudice. Police and other enforcers managing the CN operations will be under the direct control of the President. There will be incentives for reducing poppy cultivation, crop destruction, stopping processing of drugs and controlling trafficking through stringent preventive and punitive measures.

The targets of police activities will have to be assessed and planned in an incremental manner till the situation is declared under control. The role and remit of border police in regard to interdiction will be worked out in joint consultation with PAG, MCN, MI, ISAF and relevant departments. The focus will be on their role in seizing and retaining narcotics and how those narcotics are then disposed off.

Desired outcome: An improved judicial system and strengthened criminal justice processes, ensuring prevention, prosecution and punishment pertaining to counter narcotics.

INSTITUTION BUILDING

The political intent has been strong to counter narcotics and the Interim Government had delegated the responsibility to the Afghan National Security Council, which ensured the formation of Counter narcotics Directorate and finally culminating into a full fledged Ministry of Counter Narcotics in December 2004.

MCN oversees the work of line ministries like Ministry of Agriculture, Rural Rehabilitation and Development, Justice, Defense, Education, Education, Foreign, Finance, Provincial Administration. An extremely critical role will be of the Ministry of Interior. MOI will be managing several organizations in their effort to counter narcotics and enforce legal provisions, viz., AEF, ASNF, CNPA, CEPC and NIU.

Institution building will be an integral part of strategy for counter narcotics. Effective management for counter narcotics is only possible through linking community, district, provincial and national levels of governance. At a national level, there are many stakeholders who will play a role in implementing the plan as outlined in the NDCS Pillar Plans.

There are also important stakeholders in the provinces – Provincial Development Committees, Provincial Councils, Community Development Councils, Provincial Governors and representatives of line Ministries. Successful implementation of the plan and achievement of the pillar aim rests with government employees, district and community representatives and individual households across Afghanistan.

MCN will be provided with more teeth by proactive support from Policy Action Group to ensure that line ministries adopt CN strategies. These will have to come in the form of Presidential and Parliamentary mandates. In the context of

CN, the MCN will be provided administrative and legal support that will supersede line ministries' abilities to ignore or resist. MCN will be supportive, regulatory and demanding from the line ministries.

MCN will play the leadership role at the level of GOA; at the provincial level, Governors will be made accountable for implementing their Provincial Counter Narcotics Plans. MCN will support the provincial council in the planning processes. The roles of provincial government departments, their integration within provinces and regions, their connections to national ministries and the roles of Provincial Development Plans will be further elaborated in the planning exercises undertaken by the MCN, line ministries and development agencies.

Tied fund and grants will be allocated for development based on successful mainstreaming of CN policies. However, there has to be direct and transparent approach to providing development funds for effective participation in counter narcotic interventions. This will be part of the public awareness campaigns.

Governors will be critical stakeholders in CN Strategy. A system of incentives and sanctions has to be worked out along with the governors. While it is easier to get compliance from non-poppy growing areas, there will be resistance from the poppy growers especially those who have large cultivated areas. The President and the Parliament will have to emphasize the negative role of such governors and take appropriate action; however those governors who are from non-poppy growing areas will also be required to exert peer pressure. The governors of non-poppy areas will also have to participate by supporting anti-trafficking actions.

Desired Outcome: Institutional support for counter narcotics established and functioning effectively.

REGIONAL COOPERATION {AND INTERNATIONAL COOPERATION}

Narcotics are not only a national problem but regional and international too. It does not only affect the producing countries but also the transit and drug consuming countries.

To overcome the problem of trafficking and its

effects on the inhabitants of all the associated countries, a system of regional and international intelligence gathering, information sharing, coordination and cooperation will need to be put in place.

MCN, with support from the Ministry of Foreign Affairs, will evolve a definite plan towards regional cooperation for sealing borders with two of the most influential neighbors, Iran and Pakistan. However, close coordination would be maintained through appropriate institutions with Pakistan, Turkey, Turkmenistan, Tajikistan, Uzbekistan and Iran through Afghan consulates or other organizations.

Since many countries and organizations throughout the world are working to counter narcotics, many of them have wide ranging experience and information. This experience brings together information and knowledge through a network which would clearly be an asset for countering narcotics in Afghanistan. Information has to be followed by joint action.

There have been on several cases where on information from departments of Afghanistan has helped in arresting international traffickers, this information management and joint action will have to be systematized. There is also a possibility of special programs for the boarder districts that are involved with drug manufacturing and trafficking. The Boarder Police, National Police and Highway Police will have to be trained for this purpose.

The following objectives are stated in NDCS:

- Increase the capacity of the MCN, MOI and MOD to engage in meaningful regional CN cooperation.
- Strengthen existing forums for international and regional cooperation.

- Evaluate and strengthen on an ongoing basis the international cooperation mechanism in consultation with state parties by organizing regular and effective regional meetings on all aspects of the Government's policy.

The desired outcome is to improve international and regional cooperation to disrupt the flow of illicit drugs and precursor materials across borders

CHAPTER 4

MAINSTREAMING COUNTER NARCOTICS

The process of mainstreaming counter narcotics will ensure that development policies and sector strategies and programs impact the counter narcotics objectives. All sector, and crosscutting, strategies will have input and output components which will account for impact on counter narcotics. The aim will be to achieve a sustained and significant reduction, in the production and trafficking of narcotics with a view to complete elimination.

POLICY AND MECHANISM OF MAINSTREAMING

A detailed guideline will be prepared for the line ministries on how mainstreaming will counter narcotics. Counter Narcotics policy and strategy will be mainstreamed through the pillar groups and plans under the management and coordination of MCN. However mainstreaming will not be fully effective until it has the backing of the entire government. To this end, MCN is taking the lead in the formulation of a national CN Mainstreaming policy. The formulation will be in direct consultation with line ministries with guidance from international expertise under the management of MCN. The national policy will be adopted by government through the CN Cabinet

Sub-Committee. Toolkits and guidelines will be drawn up after the completion of the formulation of the national policy. The combination of a national policy firmly places the responsibility of CN mainstreaming and implementation with the line ministries. In practice, this means that the line ministries will include some measure of impact on the narcotics industry in all their sector strategies that will later be implemented through their programs. In reality there is a considerable challenge to get politicians and planners alike to include CN in their operations. MCN's role in mainstreaming is to support line ministries in considering CN during the planning phase. It will only achieve this through building positive relations with the line ministries, understanding their needs and which of their interventions will impact on counter narcotics. For detail information please refer to Annex I

SECTOR AND CROSSCUTTING STRATEGIES

Narcotics usage and trafficking being a major challenge to Afghanistan's economy and development, all sector and crosscutting strategies will work towards countering it. The following table is indicative of expected participation

Sub-sector CN Strategies	Key Sectors' Participation
Law Enforcement	Legal, justice, finance, anticorruption
Criminal Justice	Legal, justice, anticorruption
International and Regional Cooperation	Regional cooperation, security
Institution Building	Governance, capacity development
Public Awareness	Communication, culture & media, education, religious affairs
Demand Reduction	Communication, culture & media, social protection, health & nutrition
Eradication	Legal justice, security
Alternative Livelihoods	Agriculture and rural development, private sector

IMPLEMENTATION FRAMEWORK

The implementation of Counter Narcotics Strategy will be based on national priorities identified by NDCS, which are disruption of drug trades, diversifying legal livelihoods, demand reduction for illicit drugs, strengthening national and provincial state institutions.

There will be enabling or enforcing mechanism like law enforcement and criminal justice system, awareness generation and international and regional cooperation.

Each of these pillars will have specific interventions but in all cases these aims can not be achieved in the five year framework of ANDS, however, it is definitely possible to start most of the strategic interventions and the results, either interim or conclusive, will be achieved in 2008-13 period.

The counter narcotic strategy will be implemented under the coordination of MCN by the line ministries. Only an indicative table of implementation issues is given here:

Inputs/Activities	Outputs	Timeframe	Outcomes
<ul style="list-style-type: none"> Awareness generation against ills of drug usage Preventive legal action for reducing availability of drugs Establishing centers for treatment and rehabilitation 	Demand Reduced	Short term	A healthy society because of reduced drug usage, treatment and rehabilitation
<ul style="list-style-type: none"> Interventions for promoting legal agriculture livelihood options through inputs like seeds, irrigation, fertilizers, credit and crop insurance Training for self employment and micro enterprise and development of micro credit facilities Development of private sector especially promotion of small and medium enterprise Preventive Law enforcement and criminal justice (planning, training, posting, supervision mechanism, etc.) Institution building activities for livelihood opportunities Developing safety net/insurance etc 	Alternative Livelihoods available and accepted	Short-Medium term	Higher incidence of non-poppy related livelihood
<ul style="list-style-type: none"> targeted campaigns for public and other stakeholders including government officials Implementation of targeted poppy eradication 	Poppy crops eradicated	Short term	Build the capacity to conduct targeted and verified eradication, where there is access to alternative livelihoods
<ul style="list-style-type: none"> Capacity Building Monitoring and Impact Assessment Developing incentives for farmers and rural poor to rejoin or stay in the licit economy Create Perception of Risk for Those Involved or Considering Involvement in the Narcotics Trade Exploiting Drug Demand Reduction Communications in Order to Demonstrate Links Between Poppy Cultivation and Addiction 	Aware public	Short term	Economy's dependence on poppy cultivation, drug usage and trade reduced because of public awareness

Inputs/Activities	Outputs	Timeframe	Outcomes
<ul style="list-style-type: none"> Strengthening and Coordination of ANP, CNPA and BP Establishment of Drug Regulation Committee, Coordination of Customs, Border Police, CNPA and ANP Criminal Justice Task Force – Increase Capacity and Performance of the CJTF (i.e. Judges, Prosecutors and Investigators) Prisons – Establish Fully Functioning High and Medium Security CN Prisons 	CN Law Enforced and Criminal Justice meted	Medium term	Strong and functioning legal system ensuring reduced illegal drug economy
<ul style="list-style-type: none"> Organize regular meetings for International Cooperation Organize regular Regional Cooperation meetings Design and finalize bilateral, regional and international agreements for co operations Deployment of Drug Liaison Officers and Border Liaison Officers 	Cooperating nation states towards CN	Long term	Reduced processing and trading in drugs

SUPPORT FROM INTERNATIONAL COMMUNITY

The international community will be supporting with technical Assistance as well as funds. At the time of formation of CNTF the fund need was estimated at USD \$900 million. To-date, the fund has received pledges of a USD \$81 million, from which USD \$32 million has been allocated and more than USD \$7 million has been dispersed so far. The decision to review the CNTF was made because of the low rate of dispersing funds and the focus on individual projects. The results, which are currently being implemented, include the restructuring of the organization and its processes, targeted on streamlining and increasing the funding at provincial and central levels based on a programmatic approach.

The Government proposes to go on a comprehensive and aggressive campaign throughout the international community and seek funding of USD \$500 to \$600 million per year for the next three years to fund this initiative as well as those programs that will provide a basic quality of life for the people, The Government would encourage the International Community to support the Government efforts and policies as a whole and consider the following as well:

- ISAF/NATO to integrate CN into their operations as agreed in the PAG 12 point action plan on CN
- Renewed efforts for the arrest and prosecution of international drug dealers/traffickers and sharing the information
- Support provided to contract purchasing
- Increased local procurement by military forces and international organizations
- Provision of large scale assistance to follow up eradication and renunciation
- Investment in livestock and rural enterprise development
- Provision of microfinance schemes to farmers
- Production and market development program for cash crops in certain areas
- Reduce global demand for illicit drugs

WAY FORWARD¹

In addition to the actions identified below, the Government remains fully committed to the implementation of the 12 measures agreed at the Priority Action Group.

¹ "Report to the Joint Coordination and Monitoring Board (JCMB) on the Implementation of Counter narcotics Strategy", Tokyo, Japan, 5 February 2008

A. Short –Term

- The Government adopts the provincial based implementation plan and will fund programs in priority provinces. Including the establishment of an inter-ministry body to recommend national CN policies and priorities, and to assess provincial plans, and report to the Cabinet Sub-committee for CN. CN provincial plans will include alternative development packages.
- Support given to restructure MCN and CNTF
- Work with neighboring and regional countries to interdict illicit drugs and precursor chemicals.
- The Government will adopt and implement a comprehensive mainstreaming policy
- Isolate cultivation in southern provinces by increasing and supporting poppy-free provinces. Reward such provinces with GPI and economic assistance to sustain progress made.
- Increased dismantling of drug processing laboratories.
- Supply force protection, including the Afghan National Army (ANA), to enable effective eradication.
- Public information campaign undertaken to indicate that the purpose of CN policies is to provide security, governance and development to the people of Afghanistan
- Development of a programme to deliver large scale assistance to follow up eradication and renunciation actions.
- Support for the efforts of the Criminal Justice Task Force (CJTF) in arresting, prosecuting and penalizing “high value” individuals involved in the illicit drugs trade.

- A serious Governor-led eradication plan will be implemented including targeted eradication in agreed areas, to achieve the Afghan Government’s PAG commitment of eradicating 50,000 hectares of poppy in 2008

B. Medium –Term

- Roll-back poppy cultivation and opium processing in southern provinces.
- Establish a transparent system of reward and punishment for Governors and central Government officials based on their delivery of their CN mandates and defined deliverables, so that they are held accountable for the results achieved.
- The Government will continue its efforts to eliminate corruption
- Strengthen CN justice system including striving for high-level arrests and convictions.
- Afghanistan will continue to modernize its delivery of service and Government accountability.
- Strengthen the Poppy Eradication Force by increasing the staffing to 100% of its agreed Tashkiel limit (currently staffing is at approximately 50%).
- Improve the basic infrastructure that provides access to markets for the most rural areas; improve the quality of living for the people and to provide legislation that will enhance foreign investment.
- Strengthen regional cooperation on CN related issues and actions
- Develop cross-border cooperation involving information exchange, intelligence collection and posting of liaison officers along the borders

C. Long-Term

- Consolidate the rule of law in southern provinces.
- Provide a platform of sustainable economic growth that will benefit the people of Afghanistan
- Increases commitment to education and the retraining of the rural population
- Achieve the goal of a poppy-free state.

To achieve these goals the Government is putting forth a comprehensive and innovative implementation plan.

MONITORING AND EVALUATION

Monitoring & Evaluation of counter narcotics, it being a crosscutting theme, will be in-built in sector projects. However, CN is legally the responsibility of the MCN and will be implemented in the provinces this fact will have to be factored for M&E. At the project level monitoring and evaluation will be conducted by MCN provincial staff in conjunction with line ministries, international organizations and the Governor Offices; Provincial level monitoring and evaluation will be conducted by MCN in cooperation with UNODC and PEP and will monitor the impact of the CN plan(s) on the drugs trade at the provincial level and at National level monitoring and evaluation will be conducted by MCN who will monitor national and provincial performance against national goals and provide feedback to the governor. The CN Strategy will be measured against NDCS priorities: disrupting the drugs trade by targeting traffickers and their backers; strengthening and diversifying legal rural livelihoods; reducing the demand for illicit drugs and treatment of problem drug users, and developing state institutions at

the central and provincial level vital to the delivery of the counter narcotics strategy.

- The CN Strategy will be measured against NDCS priorities:
- disrupting the drugs trade by targeting traffickers and their backers
- strengthening and diversifying legal rural livelihoods
- reducing the demand for illicit drugs and treatment of problem drug users, and
- developing state institutions at the central and provincial level vital to the delivery of the counter narcotics strategy
- These four priorities are linked to the five ANDS CN benchmarks:
- strengthen law enforcement capacity
- improve inter-regional and international coordination on CN
- increase arrests and prosecutions
- strengthen alternative livelihoods
- reduce demand for drugs
- Progress for the implementation of the CN strategy will be measured against the NDCS priorities and ANDS benchmarks.

Key indicators for monitoring counter narcotics would be (this will be developed through special monitoring related workshops):

- Cropped area released from poppy growing
- Number of processing units sealed

- Number of cases of chemical imports blocked
- Quantity of chemicals seized
- Numbers of traffickers arrested
- Number of persons/families provided alternative livelihood
- Number of drug addiction cases registered for rehabilitation
- Number of international and regional meetings on CN
- Number of public awareness campaigns planned/executed by MCN
- Number of meetings of the CN taskforce/

coordination groups organized by MCN

- Budget utilization by MCN and line ministries on counter narcotics interventions

RISKS & ASSUMPTIONS

In order that counter narcotic strategy succeeds several necessary conditions area assumed. These as per the NDCS Implementation Plan are continued international support, provincial and community participation, coherent approach by key ministries and international partners and improvement in security.

The NDCS Implementation Plan also hopes that the campaign to counter narcotics can be sustained till results are achieved.

APPENDIX-I MAINSTREAMING POLICY

INTRODUCTION

This document sets out the Government of Afghanistan's policy on mainstreaming counter-narcotics within all line ministries and departments that according to the National Drug Control Strategy (NDCS) need to be engaged in the national effort to eliminate poppy cultivation, opium production and the trade, trafficking and use of drugs. It sets out how consideration of counter-narcotics can and should be given at all stages of reconstruction and development projects within these line ministries and also provides capacity and guidance on incorporating the day-to-day operations of certain departments engaged in maintaining law and order.

A. What mainstreaming is and why it is important

Mainstreaming is the process by which a certain policy, which has previously been treated as a separate stream of activities, is channelled into the main flow of government business so that it becomes a part of the daily activities and regular planning of all ministries and departments. It is a process used when a particular problem cannot be addressed from one direction alone, but instead needs the co-operation of all government. In this paper we talk about mainstreaming within both development programmes (e.g. livelihoods interventions) and in the service delivery work-streams (e.g. border policing) of line ministries.

The Government of Afghanistan (GoA) has recognised the importance of the counter narcotics issue within its national planning processes. It has also recognised that no single project, programme or ministry can address the multiple factors that have led to the expansion of opium poppy cultivation in the country and that a more concerted and comprehensive effort is required. Consequently, counter narcotics has been made a cross cutting issue under the Interim Afghan National Development Strategy (IANDS) and NDCS calls for counter narcotics policy to be mainstreamed in both national and provincial plans and strategies.¹ It is the MCN that is responsible for supporting this process.²

There is a range of government activities that are designed to directly tackle the narcotics issue in Afghanistan. These include law enforcement efforts, such as support to the Counter Narcotics Police of Afghanistan (CNPA) and the specialist interdiction unit, the Afghan Special Narcotics Force (ASNF), institutional strengthening for the MCN, or demand reduction efforts through the Ministry of Public Health.

1 '...it is crucial that counter narcotics is fully integrated into the broader national development agenda as set out in the National Development Strategy and the Government Security Sector Reform programmes laid out in the National Security Policy' (page 7) 'The Government's CN policy must occur within the context of a broader stabilisation process. CN policy must therefore be mainstreamed, that is included, and facilitated in both national and provincial plans and strategies.' (page 15) Ministry of Counter-Narcotics. 'National Drug Control Strategy: An Updated Five Year Strategy for Tackling the Illicit Drug Problem'. Kabul, January 2006.

2 Ibid. Page 6

However, there are other interventions that are not specifically aimed at reducing the production, trade or consumption of illicit drugs in Afghanistan but can nevertheless contribute to delivering drug control outcomes. These include obvious interventions on rural livelihoods and rural development, but it equally extends to programmes and activities in sectors such as transport, public works, vocational training, policing, health and religious affairs. All these areas of activities can play a positive role in countering the threat that narcotics poses to Afghanistan's development.

The NDCS is clear that all line ministries will need to consider how their activities impact on counter narcotics objectives.³ In practice, this involves looking at government activities through a 'counter narcotics prism' and then mainstreaming CN objectives into the planning, implementation and evaluation of government activities, where they are not currently being considered. Ultimately such a process involves:

- Developing policies and programmes that are informed by the potential impacts on the illicit drug problem;
- Adjusting the focus of activities so that they recognise and understand the potential impact they might have on the illicit drug problem, and take steps to maximise positive impacts;
- Ensuring activities do not inadvertently encourage illicit drug crop cultivation, trafficking or use.

The objective of this mainstreaming process is to ensure that, where relevant, programmes and work-streams address the causes of the illicit drug problem in Afghanistan. At best mainstreaming would ensure that each programme or work-stream maximises its potential impact on containing production, trade and consumption

3 Ibid. Page 25.

of illicit drugs in Afghanistan. At the very least it would ensure that they do nothing to exacerbate the existing drugs problem.

Since any growth of the opium economy can lead to a reduction in security, equality and accountability, mainstreaming counter narcotics is one of the best ways to ensure that development works. Effective mainstreaming, however, presents clear operational challenges and thus requires concerted and sustained efforts from all those involved.

B. What has been achieved to date?

The Ministries of Health and Education have begun to explore how their respective national programmes might contribute to education and prevention in the area of problem drug use. The Ministry of Agriculture, Irrigation and Livestock (MAIL) has already started to train its staff in two provinces in mainstreaming CN objectives, using a pilot mainstreaming toolkit designed specifically for their activities. Similarly, the Ministry of Rural Rehabilitation and Development (MRRD) is working with the MCN to develop a customised toolkit for its national and provincial livelihoods programmes.

A number of donors have also supported the GoA's position on making drugs a cross cutting issue. The World Bank has reviewed the national programmes, such as the National Solidarity Programme (NSP), the National Rural Access Programme (NRAP), Emergency Horticulture and Livestock Programme (EHLP), Emergency Irrigation Rehabilitation Project (EIRP) to see how they might better address counter narcotics. These reviews and the analysis behind them have been synthesised into Guidelines for Treating the Opium Problem in World Bank Operations in Afghanistan, which are aimed at screening all World Bank activities to ensure that the counter narcotics issue is treated consistently and in a way that can make the maximum contribution

to the national effort. The Asian Development Bank (ADB) has begun to consider using these Guidelines to ensure CN is mainstreamed through their activities.

The European Commission has also worked to build partnerships with key donors like the World Bank in its mainstreaming efforts, using elements of the EC's own programme, particularly in the rural livelihoods and health sectors, to develop a clearer understanding of the appropriate targeting and sequencing of activities required to maximise the achievement of both development and drug control outcomes. Germany's BMZ, the Federal Ministry for Economic Cooperation and Development, has also recently undertaken a review of its bilateral programme.

The UK Government's Afghan Interdepartmental Drugs Unit (ADIDU) has worked with the GoA and the international community to ensure that the drugs issue is factored into national, bilateral and multilateral development programmes. DFID has also looked at how it might generate a better understanding of the impact of development assistance on the lives and livelihoods of the rural population and how this might affect households in their decisions to engage in opium poppy cultivation.

ROLES AND RESPONSIBILITIES

The Ministry for Counter Narcotics (MCN) will lead on government-wide mainstreaming of CN objectives⁴. However, the Government recognises that for mainstreaming to be effective it requires strong political will and support from the highest levels of its administration. To facilitate this, the MCN will report its progress on mainstreaming to the President and Cabinet, as well as the Cabinet

⁴ The Counter Narcotics Law, Chapter VII, Article 52, Paragraphs 2 and 7 states: 'The Ministry of Counter Narcotics, as the leading Ministry in counter narcotics affairs, shall be responsible for co-ordinating and evaluating the implementation of this Law and the National Drug Control Strategy in the concerned Ministries and organisations, and shall adopt the necessary measures for this purpose in the relevant central and provincial offices.'

Sub-Committee on CN. These forums will hold regular sessions to discuss major CN issues and play a key role in providing strategic direction to the mainstreaming of CN objectives across government.

LINE MINISTRIES

The NDCS sets out the GoA's national priorities for counter narcotics as:

- Disrupting the drugs trade by targeting traffickers and their backers by eliminating the basis for the trade;
- Strengthening and diversifying legal rural livelihoods;
- Reducing the demand for illicit drugs and treatment of problem drug users;
- Strengthening state institutions both at the centre and in the province

Activities under these priorities are organised into eight pillars. These pillars provide a conceptual framework for understanding the roles and responsibilities that line ministries have towards CN. The following table lists the line ministries who are responsible for different aspects of CN policy and organises them by pillar.

Table 4: Principle responsible ministries for different pillars of CN

Pillar	Principle Responsible Ministries and Organizations
Law Enforcement	MoI, CNPA, ASNF, Border Police, National Police,
Criminal Justice	MoJ, Attorney-General's Office, Criminal Justice Task Force
International & Regional Co-operation	MFA, MoD, NDS, ONSA

Institution Building	All line ministries and provincial administrations
Legal Livelihoods	MRRD, MAIL, MoEW, MoF, MoPW, Provincial Administrations
Demand Reduction	MoPH, MoHE, MoICT, Ministry of Hajj and Awqaf, MoWA, MoE, MoLSAMD
Public Awareness	MoHE, MoPH, MoICT, Ministry of Hajj and Awqaf, MoWA, MoE, Provincial Administrations
Eradication	Mol, AEF, Provincial Administrations
Source: NDCS, 2006	

These eight pillars are co-ordinated and monitored by Pillar Directors based within the MCN. These Pillar Directors work with individuals within the relevant line ministries who serve as focal points for CN. Each pillar has a working group that is composed of line ministry focal points and led by the Pillar Director.

These focal points are to be responsible for leading the mainstreaming of CN objectives and practices within their line ministries at the central level within both programmes and work-streams. The Working Groups are to serve as the main forum through which progress on mainstreaming is to function. Working group meetings also offer a useful forum to exchange ideas and best practice on mainstreaming.

Focal Points are expected to report on mainstreaming progress to the Pillar Director at working group meetings. To support the focal group in mainstreaming CN objectives, this policy calls for the creation of **CN mainstreaming units** within each of the line ministries. These units will manage the reporting on CN mainstreaming performance and report to the Pillar Directors within MCN at a strategic level. They will be staffed by civil servants, whose roles will be entirely dedicated to CN mainstreaming within their line ministries.

At the provincial level, the MCN will take the lead on ensuring CN objectives are incorporated into Provincial Development Plans (PDPs). Initially

this will be by working through the development of Provincial Counter Narcotics Plans; however, over time it is expected that the MCN will become more integrated in the provincial development planning process. As integration occurs MCN staff will function as CN mainstreaming units within the body responsible for producing PDPs.

INTERNATIONAL DONORS AND INGOS

While many donors are directly supporting or working closely with the line ministries mentioned above on reconstruction and development projects, there are also many cases in which donors and INGOS are implementing development programmes independently of Government. While the Government appreciates this support, it encourages all donors to make the greatest efforts to co-ordinate and align their development initiatives with those of the ANDS and other national development programmes. By doing so, we can maximise the complementarity of all development and reconstructions initiatives.

This is even more important in the field of CN. Donors are responsible for ensuring that CN objectives and practices are considered and integrated into their programmes. We recognise and appreciate the progress that the World Bank, ADB and EC have made on mainstreaming. Indeed this policy would not be possible without the considerable support and commitment that these agencies have given to the cause of mainstreaming CN in Afghanistan.

The MCN will endeavour to communicate the NDCS and our mainstreaming approach to all donors. However, it is the responsibility of donors to notify the MCN of their existing and future development programmes and to attend the relevant Working Groups in order to report on their progress on mainstreaming. Once MCN receive the details of donor programmes donors will be asked to provide a focal point that will be

ascribed to the relevant pillar. These focal points will be responsible for ensuring that directly-funded programmes and projects are aligned with CN objectives and that they can report on CN impacts through their activities.

IMPLEMENTING AGENCIES

NGOs, community based organisations, consulting firms and subcontractors are involved in implementing the majority of the reconstruction and development programmes in Afghanistan. It is important that all these implementing agencies understand their responsibility for mainstreaming relevant CN objectives through their activities. In the vast majority of cases these implementing agencies will be funded by line ministries or donors.

While it is the role of the funding agency to inform and guide implementing agencies on the mainstreaming of CN objectives in their work, it is still the responsibility of the implementing agency to ensure mainstreaming occurs and to report on CN impacts throughout the implementation of their projects and programmes of activity.

MINISTRY STAFF AND OFFICIALS

As well as development and reconstruction programmes, there are also aspects of CN policy that will need to be mainstreamed within the day-to-day work-streams of certain line ministry administrators and officials. At the moment these include the ministries involved in law enforcement, criminal justice and demand reduction pillars of the NDCS. However, in the future, as reconstruction and development recedes and the capacity of government grows stronger, it will be necessary for ministry staff and officials to assume more responsibility for aspects of mainstreaming and reporting on CN achievements.

APPROACH TO MAINSTREAMING COUNTER NARCOTICS

The Ministry of Counter Narcotics, along with the focal points of Line Ministries and Donors will identify the departments, agencies and programmes that will need CN policy mainstreaming. The Cabinet Subcommittee on CN will agree a set of **target institutions and programmes** to mainstream CN and develop a timeline by which CN mainstreaming will be implemented.

ASSESSMENT OF ALIGNMENT WITH CN

The target institutions and programmes should be assessed for the extent to which CN objectives have influenced strategic decision-making to date. This assessment will be conducted at the **national level** by the focal points providing a full response to the following six key questions:

- How have the NDCS national priorities influenced strategic planning within your institution/programme?
- Do you balance your spending across poppy and non-poppy growing areas?
- What efforts has your institution/programme made to gather information and evaluate the impact of your activities on the production, trade and use of illicit drugs?
- How does your institution/programme report on interventions that contribute to CN objectives?
- What CN training is undertaken in your institution? What level of staff is targeted by CN training?
- What more can be done within your institution/programme to align your activities with CN objectives?

The MCN shall co-ordinate the completion and return of assessment forms in order to support planning for mainstreaming CN objectives. These high-level assessments may lead to further discussions between MCN and line ministries. The outcome of these assessments and any subsequent discussions will be reported to the Cabinet Subcommittee on CN.

MCN will then hold seminars for target institutions and programmes at the **provincial level** on mainstreaming. At these seminars similar assessments will be made of the extent to which provincial level planning incorporates CN objectives into their decision-making. The seminars will provide training to focal points and staff at the provincial level. This training will be provided by the MCN as part of a programme of workshops and seminars to engage target institutions at the provincial level on the importance of CN objectives and the role that they can play in achieving its goals. As the creation of CN mainstreaming units within the line ministries progresses, these units will assume responsibility for ensuring provincial level staff are fully aware of the need for and the processes of CN mainstreaming.

ISSUING GUIDELINES ON MAINSTREAMING CN OBJECTIVES

Over the coming months, the MCN will develop a series of Mainstreaming Toolkits for target institutions and programmes within each of the Pillars. These Toolkits are designed to provide clear guidelines to those working at the project or work-stream level on how to incorporate CN objectives within project planning, implementation and evaluation. MCN will provide training to focal points and staff within the target institutions and programmes so that they can cascade the training down to the project level.

Included in the Toolkits will be **CN Compliance Assessment Forms (CAFs)** that will provide information to the MCN on how well projects and work-streams have already incorporated CN objectives within their planning, implementation and evaluation. These CAFs serve to provide an initial assessment of CN mainstreaming across the line ministries projects and work-streams. They also aim to create a starting point from which staff delivering projects or work-streams can begin to mainstream CN objectives through their activities.

The Toolkits will provide clear guidelines on how to mainstream CN objectives within existing and future projects and activities. Toolkits will be customised for each ministry so that guidelines can be made as appropriate as possible to the particular activities of each target institution or programme. These Toolkits should be used by staff within ministries and implementing agencies that are involved in delivering CN relevant projects and work-streams to ensure CN objectives are integrated as fully as possible. CN mainstreaming units within line ministries will eventually be responsible for this process on an ongoing basis.

All staff involved in delivering CN relevant projects and work-streams should confirm their adherence to the Toolkits by completing a **Forward Mainstreaming Plan (FMP)** that outlines what actions they intend to take in order to mainstream CN objectives in their activities. These FMPs will be submitted to focal points (and eventually CN mainstreaming units) who will then use them to report to the MCN on their line ministry's plans for mainstreaming. These FMPs will also support the ongoing assessment of CN mainstreaming performance over the coming months and years.

Focal points within target institutions and programmes will be expected to co-ordinate the completion and return of these forms for each relevant project that falls under their institution or programme. The responsibility for this will eventually be assumed by the CN mainstreaming

units, who should also be able to provide technical support with developing FMPs and monitoring on their delivery of the commitments made therein.

THE INCENTIVE FOR TARGET INSTITUTIONS AND PROGRAMMES THAT MAINSTREAM CN OBJECTIVES

The CAFs and FMPs are designed to provide information that can alert MCN of activities that have a potentially harmful effect on the NDCS. In such cases MCN will provide specialised guidance to help staff mainstream CN objectives within their activities. These interventions will be made in co-operation with the Focal Points and, eventually, CN mainstreaming units. Serious cases of potentially harmful projects or work-streams will be reported to the President's Office and the Cabinet Subcommittee on CN.

Similarly the MCN will endeavour to inform these bodies of those projects and work-streams that demonstrate strong CN mainstreaming and a clear positive impact on the fight against the illicit drugs industry.

It is clearly in the interest of every line ministry and government programme to be known at the highest levels of government as a leading institution in the battle against narcotics. Such institutions will be at the forefront of the development and reconstruction efforts in Afghanistan. Every battle won against the illicit drugs industry is a battle won for the development of Afghanistan as a modern nation state.

The same incentive applies to the international community. The ability of the Government to sustain its counter narcotics efforts depends entirely on its ability to diagnose the weaknesses in its approach to CN and develop effective responses through its existing governance structures. Donor co-operation in working with our CN focal points and mainstreaming units to develop assessments

and plans for mainstreaming that correspond with this policy is essential if mainstreaming is to be effective.

Summary of Responsibilities for Mainstreaming CN Objectives

MCN will take the following action:

- Ensure that any restructuring of MCN will take account of the emphasis that will need to be put on training other institutions and exercising leadership in planning
- Ensure all focal points are appointed from each target institution and programme
- Ensure training to these focal points and assist them in rolling out mainstreaming policy
- Ensure that target institutions and programmes work to integrate their work at provincial level so governors' offices are better guided in mainstreaming CN objectives
- Ensure sufficient resources are available or acquired for the above

The government will require of all relevant line ministries:

- Evaluate all national and provincial programmes against the strategic checklist and CN compliance assessment forms
- Ensure that toolkits are used to improve CN mainstreaming through all relevant projects and work-streams
- Complete Forward Project Plans for all

- relevant projects setting out plans for CN mainstreaming
- Monitoring and reporting against CN

objectives should be included in all reporting and sent to the MCN working groups and to ANDS

- Ministers and ministries will be held to account for the progress in implementing CN mainstreaming and reporting by the Cabinet Sub-Committee

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"Report to the Joint Coordination and Monitoring Board (JCMB) on the Implementation of Counter

narcotics Strategy", Tokyo, Japan, 5 February 2008

'....it is crucial that counter narcotics is fully integrated into the broader national development agenda as set out in the National Development Strategy and the Government Security Sector Reform programmes laid out in the National Security Policy' (page 7) 'The Government's CN policy must occur within the context of a broader stabilisation process. CN policy must therefore be mainstreamed, that is included, and facilitated in both national and provincial plans and strategies.' (page

15) Ministry of Counter-Narcotics. 'National Drug Control Strategy: An Updated Five Year Strategy for Tackling the Illicit Drug Problem'. Kabul, January 2006.

Ibid. Page 6

Ibid. Page 25.

The Counter Narcotics Law, Chapter VII, Article 52, Paragraphs 2 and 7 states: 'The Ministry of Counter Narcotics, as the leading Ministry in counter narcotics affairs, shall be responsible for co-ordinating and evaluating the implementation of this Law and the National Drug Control Strategy in the concerned Ministries and organisations, and shall adopt the necessary measures for this purpose in the relevant central and provincial offices.'Q

ANNEX I. NATIONAL ACTION PLAN

COUNTER NARCOTICS CROSS-CUTTING ISSUE					
Objectives or Outcomes	Policy Actions or Activities	Category	Timeframe	Sector	Responsible Agency
Public-Private Partnerships are used to aid social and economic development	Develop programmes of public-private partnership that would improve health, education, drug demand reduction	Other Measures/ CN Cci	End-1387	Private Sector Development	MoPH, MoE, MoLSA, MCN
Expanded public power grid	Priority to providing energy in areas having substantial narcotics cultivation to promote economic activity to generate alternate livelihoods	Development/ CN Cci	Continue	Water Resources	MEW
Business environment for private sector development improved to create jobs and reduce poverty.	Introduce and checks and balances for illicit transpiration of human and commodities like precursors, drugs, etc.	Legislation and Development/ CN cci	Mid 2009	Transport	Parliament, MOTCA, MCN, MOI, MOJ
Strong regulatory framework in place	Priority to areas having substantial narcotics cultivation to promote economic activity to generate alternate livelihoods	Development/ CN Cci	2008-2010	Mines and Natural Resources	MoM
Water resources for irrigation and Drinking purposes improved.	Water resources for irrigation utilized for non-poppy farming	Development/ CN cci	by 2010	Water Resources	MEW, MCN, MAIL, MRRD
Improved ICT coverage and Infrastructure	The National Data Centre will have information on crosscutting issues like anti-corruption, counter narcotics, and environment.	Development/ Cci	2008-2013	Information & Communication Technology	MCIT
Increased access to health care services	Awareness generation against ills of drug usage and environmental issues affecting health	Development/ CN. Cci	Ongoing-2013	Health & Nutrition	MoPH
	Establishing centers for treatment and rehabilitation of Drugs users.	Development/ CN Cci	Ongoing-2013	Health & Nutrition	MoPH
Free and independent media	Sensitizing media about the issues related to gender , anti-corruption, counter-narcotics, environment and regional cooperation	Development/ Cci	2010	Culture, Youth and Media	MoIC (Youth Affairs Deputy Ministry)
Reduced poppy cultivation through Alternative Livelihood	Design and implement programmes to strengthen and diversify licit livelihood	Institution Building	1387-1391	Agriculture and Rural Development	MRRD, MAIL, MCN
	Mainstream CN strategy in ARD programmes and projects	Other Measures / CN Cci	1387-1391	Agriculture and Rural Development	MRRD, MAIL, MCN
	Interventions for promoting legal agriculture livelihood options through inputs like seeds, irrigation, fertilizers, credit and crop insurance	Other Measures/ CN Cci	1387 - 1391	Agriculture and Rural Development	MAIL, MCN
	Training for self employment and micro enterprise and development of micro credit facilities	Institution Building/ CN Cci	1387 - 1391	Agriculture and Rural Development	MAIL, MCN

COUNTER NARCOTICS CROSS-CUTTING ISSUE						
Objectives or Outcomes	Policy Actions or Activities	Category	Timeframe	Sector	Responsible Agency	
Improved social inclusion	Development of private sector especially promotion of small and medium enterprise	Other Measures/ CN Cci	1387 - 1391	Agriculture and Rural Development	MAIL, MCN	
	Develop and approve the policy and standards for establishing the community based rehabilitation centers by the NGOs to support integration of disabled, drug users and other vulnerable groups	Other Measures	by mid-2009	Social Protection	MOLSAMD, MoCN	
	Develop and approve the policy, program and criteria for community based rehabilitation of drug-addicts and their reintegration into society	Other Measures	by mid-2009	Social Protection	MOLSAMD in cooperation with MoPH, MoCN, MoI, and NGOs	
Decreased domestic drug demand	Implement Drug Prevention Awareness Campaign through media, schools and religious leaders	Other Measures	continuously	Social Protection	MoE, MoCN, MoRA	
Refugees and Internally Displaced Persons (IDPs) return voluntarily according to agreed principles and procedures	Monitor border movements, interview returnees and document violations of articles of agreements, due attention to be given to counter narcotics issues	Other Measures/ CN Cci	2008 - 2013	Refugees	MoRR, MoFA, MCN, MOI	

ANNEX II. PROVINCIAL DEVELOPMENT PRIORITY PROJECT LIST

S/No	Project Name	Province	Responsible Agency	Project Duration		Funding USD (Million)
				Start	End	
1	Construction of a Counter Narcotics Directorate at Faiz Abad Badakhshan .	Badakhshan	MoCN	1388		
2	Construction of Department for Counter Narcotics in centre of Maimana city.	Faryab	MoCN	1388		
3	Construction of Counter Narcotics office in centre.	Urozgan	MoCN	1388		
4	Construction of counter narcotics department building in centre of Ghor province (10 rooms).	Ghor	MoCN	1388		
5	Construction of building for Counter Narcotics(1150000beneficiaries)	Khost	MoCN	1388		

Regional Cooperation Strategy

1387 - 1391 (2007/08 - 2012/13)



Cross-Cutting Issues

Regional Cooperation Sector Strategy

Approved by:
Sector Responsible Authorities

Ministry/Agency	Name of Minister/Director	Signature
Ministry of Foreign Affairs	H.E. Dr. Rangeen Dadfar Spanta	
Ministry of Commerce & Industry	H.E. Mir Mohammad Amin Farhang	
Ministry of Energy & Water	H.E. Mohammad Ismail Khan	
Ministry of Labour, Social Affairs, Martyrs and Disabled	H.E. Noor Mohammad Qarqeen	

Submission Date
March 2008

EXECUTIVE SUMMARY

Afghanistan's history is testimony to its special position on the ancient Silk Road that for centuries connected Europe and Asia and helped move people, goods and ideas across continents. Afghanistan, therefore, has great geopolitical importance and immense economic significance due to its strategic location as the land bridge between the sub-continent, Central Asia and the Persian Gulf and has natural propensity to serve as a bridge in facilitating commerce and energy flows across energy rich Central Asian region to energy deficit South Asian countries and much needed access to transportation corridors from inner Asia to the Indian Ocean. Its geo-strategic location could be leveraged to promote regional economic cooperation and integration across the surrounding regions. It will open new opportunities for Afghanistan's economic development and will propel economic growth, development and systematic poverty reduction in the wider region. This in turn will bring greater stability to the country, improve the business climate and provide growing opportunities for the business sector.

Promoting regional cooperation is a vital principle of cooperation in the Afghanistan Compact and also an important cross cutting issue of the Afghanistan National Development Strategy (ANDS). Promoting regional cooperation for the benefit of the surrounding countries manifests both challenges and opportunities. Some of the critical challenges which need attention cover geo-political position of Afghanistan and its neighbouring land locked countries, security and stability of the region, drug trafficking, people smuggling, expensive and time consuming trade and transit because of barriers in trade, transport

and transit, outdated and restrictive trade and transit practices and policies, and infancy of financial markets.

On the other hand, regional cooperation provides opportunities to optimally utilize the resources of the region for the benefit of all the countries and will bring down all such barriers and create borders with human face. Despite the land locked location of the countries, improved connectivity and development of infrastructure, particularly in the transport and energy sectors, would enhance the energy trade. Lowering of trade and transit costs and time would enhance the pace of economic development, significantly increase incomes, employment and consumption in the region leading to reduction of incidence of poverty levels. Other areas of cooperation cover removal of barriers: in regional movement of labour; improvements in communication systems; civil aviation, human resources development; health facilities; and other areas of economic interests. Such efforts will be helpful in improving the productivity levels and services delivered to the masses in the countries of the region.

Regional cooperation strategy goal is to leverage the strategic position of Afghanistan as a land bridge between the energy rich Central Asian countries and energy deficit South Asian countries, and the Middle East and Far East. It advocates the centrality of Afghanistan to regional growth, stability and prosperity and seeks the support of international community in adopting the necessary policies and practical steps to achieve this goal. Afghanistan has taken a number of diplomatic initiatives to promote regional cooperation and expand the economic,

social and cultural relations with the surrounding countries of the region. The multi-pronged Pro-active Regional Diplomacy Programme (PRDP) aims at promotion of regional confidence building measures to sustain meaningful dialogue and engagements with its neighbours and other countries of the region. Afghanistan has adopted a policy of joining as many effective regional groupings as possible and is an active member of ECO, SAARC and CAREC and a good partner to SCO and OSCE.

Focus of regional cooperation strategy is on sustained economic development to ensure that the most vulnerable sections of the society get the basic minimum needs. This would be possible with the improvement in security, governance, justice and the rule of law leading to stability in the region. Secure and stable political environment in Afghanistan and the region will facilitate private sector investment in infrastructure, economic and social sectors and create more avenues for the business and employment opportunities for Afghan women and men.

Multilateral and bilateral agreements reached with the countries of the region and further efforts to promote regional cooperation would contribute to the stability in the region and enhance the pace of economic development in Afghanistan. Afghanistan is in the process of developing effective trade and transit facilities, streamlining border crossing management and modernizing its customs codes, procedures and infrastructure, besides pursuing the long term goal of joining WTO. Efforts are on to enhance the availability of electricity supplies to Afghanistan from its neighbours. Necessary transmission systems are being constructed with the help of donor community to import electricity from Uzbekistan and Tajikistan and the Government is in the process of formalizing the power purchase agreements with these countries.

Recently, Afghanistan has signed the Energy Charter Treaty and is currently passing the legal

procedures. Other major initiatives to develop regional projects in the region include proposed Turkmenistan-Afghanistan – Pakistan – India gas pipeline project (TAPI) and Central Asia – South Asia 1300 MW power project (CASA 1300). This project proposes building of transmission system to export 1300 MW of electricity from Kyrgyzstan and Tajikistan to Afghanistan and Pakistan. All the four participating countries have signed a MOU on 16 November 2007 for implementation of the project.

Regional cooperation would facilitate enhanced investment opportunities to private sector. It will improve the productivity level with increased utilization of infrastructure and trade facilities created. It also provides opportunities for exchange of labour between the regional countries and would be a significant source of remittances contributing to the country's economic development. Efforts are being made to reach workable agreements with Iran and Pakistan on work force exchanges.

The regional cooperation strategy focus is to ensure that regional aspects are integrated into relevant policies and programmes of sector strategies. The plan of action for regional cooperation within the Regional Economic Cooperation Conferences process proposes to develop annual plans including sequencing and prioritization of regional cooperation initiatives.

This covers capacity building of relevant Afghan officials, establishing of an Inter-ministerial Commission for the mainstreaming and coordination of regional cooperation. This commission in consultation with the relevant key ministries will be responsible for the follow up of RECCs declarations and recommendations, updating and implementation of ANDS Regional Cooperation Strategy, JCMB actions and decisions, launching public awareness campaign as well as formulating the annual plan of action for regional cooperation.

Regional cooperation is a cross cutting theme and cannot be effectively addresses by a single ministry. Monitoring and evaluation section of the strategy explains the need for setting up such a system for regional cooperation projects and initiatives and the methodology suggested. It gives a monitoring matrix for the projects under consideration or implementation in all sectors, in particular energy, trade and transit, transport and labour migration sectors.

INTRODUCTION

Since late 2001, Afghanistan has been working on rebuilding a secure environment for its people and at the same time, endeavoring to restore stability in the region and to re-establish a “Modern Silk Road”. The hope for this new Silk Road is that it will enable—for the first time in hundreds of years—the potential for significant and sustained prosperity and stability for the entire region to be concretely attained.

Thus Afghanistan today embodies this very hope and is vitally central to its achievement. It connects Central Asia with South Asia, allows China and the Far East to further re-engage with the Middle-East and Europe, and finally, offers new optimism for India, Pakistan and Iran to ultimately pursue mutual interests and engender growth and stability via the emergence of new trade routes.

During 1978-2001 most of Afghanistan’s troubles originated from the then geopolitical dynamics of the surrounding regions. In late 2001, the international war on terrorism provided an opportunity for Afghanistan to seek assistance from countries beyond the region and international organizations.

After the initial stabilization period, it was clear that regional cooperation was needed to establish the long-term sustainability of what had been gained. It was important to ensure that all of Afghanistan’s neighbors have developed common

stakes in the success of the process, with mutual confidence in each others’ commitment to it.

In order to leverage its geo-strategic location and express its readiness for meaningful regional cooperation based on the above ideals, in December 2002, Afghanistan hosted the Good Neighborly Relations Conference in Kabul. At the conclusion of the conference, Afghanistan and its six neighbors signed the

historic “Kabul Declaration on Good Neighborly Relations”, in which they reaffirmed their commitment to constructive and supportive bilateral relationships based on the principles of territorial integrity, mutual respect, friendly relations, cooperation and non-interference in the internal affairs of one another (see Annex B). Later, Afghanistan hosted the first Regional Economic Cooperation Conference (RECC) on 4-5 December 2005. The Conference, attended by eleven regional countries, launched an Afghan-led regional cooperation process. Under the process, each year a Regional Economic Cooperation Conference on Afghanistan will take place in one of the capitals of the region (for RECC Kabul and Delhi Declarations see Annex B).

As an arid, landlocked country, Afghanistan cannot develop without access to regional and international markets. The stabilization and reconstruction of Afghanistan, the gradual opening of its borders, and better security in certain parts of the country have opened new opportunities for the country to become once again a land bridge connecting its surrounding regions. At the same time, it has provided an extraordinary opportunity for the region and the world at large. Afghanistan’s strategic and central location makes it the essential fulcrum for seeking closer cooperation and expanding trade throughout the region.

Promoting regional cooperation is a vital principle of the *Afghanistan Compact*. Also, as a cross-cutting

theme, it is among the highest priorities set forth in the *Afghanistan National Development Strategy* (ANDS).

Reducing barriers to investment and trade, including impediments to the movement of goods and people throughout the region, is vital to promoting regional economic integration. Reflecting these goals, the specific benchmark focusing on increasing regional cooperation in the Compact states:

By end-2010: Afghanistan and its neighbors will achieve lower transit times through Afghanistan by means of cooperative border management and other multilateral or bilateral trade and transit agreements; Afghanistan will increase the amount of electricity available through bilateral power purchase agreements; and Afghanistan, its neighbors and countries in the region will reach agreements to enable Afghanistan to import skilled labor, and to enable Afghans to seek work in the region and send remittances home.

Regional cooperation in counter-narcotics is another important benchmark of the Compact, as it states:

By 20 March 2011, the Government and neighbouring and regional governments will work together to increase coordination and mutual sharing of intelligence, with the goal of an increase in the seizure and destruction of drugs being smuggled across Afghanistan's borders and effective action against drug traffickers.

Political and economic progress has been made at the regional level, as marked by a series of regional cooperation conferences, declarations and agreements. Afghanistan has been transformed from a country under international sanctions and excluded from international political and economic affairs to one that now enjoys official relations with most countries of the world. Regional countries have recognized the need to reduce the logistical costs of trade and the fact that improvements

in trade and transport facilitation, including coordination in customs and border management procedures, is essential to increased regional trade and transit and economic prosperity.¹ Most of the regional countries and international partners are also increasingly cooperating on security issues, including border management, anti-drug trafficking and anti-people smuggling.

Improved border connectivity coupled with increase in regional trade and investment will: facilitate cooperation in regional public goods; mobilize regional savings for regional investment; reduce macroeconomic vulnerability to shocks; and improve overall governance and service delivery standards in education, health and other social sectors leading to considerably strengthening poverty reduction efforts of the government. Hence, regional cooperation efforts provide additional platform supplementing development programmes for poverty reduction under implementation in Afghanistan.

CONTEXT: EXPLANATION OF THE CURRENT STATE OF REGIONAL COOPERATION

A. Challenges

Geopolitical dynamics: The confluence of the regions which Afghanistan lies at the nexus of it has historically been a venue of rivalry among regional and non-regional powers. This is partly because of geography, partly due to the fact that the region is rich in natural resources and partly because of Afghanistan's deficiencies in proactive regional diplomacy. Although the dynamics of

¹ For instance, the Kabul Declaration of Good Neighborly Relations of December 2002, and a declaration in Dubai in 1382 (September 2003) to encourage trade, transit and investment cooperation, the Bishkek Declaration of 1383 (2004), The Kabul and Delhi Declarations (Dec 2005 & Nov 2006) of the Regional Economic Cooperation Conferences (RECC) on Afghanistan, the Kabul Declaration of Promoting Regional Electricity Cooperation between Central and South Asia 2007, the Pak-Afghan Peace Jirga 2007 and various agreements under the Central and South Asia Transport and Trade Forum (CSATTF) initiative of ADB. There also various existing transit-trade agreements under the umbrella of the Economic Cooperation Organization (ECO).

rivalry have changed, they still remain a potential source of instability. The breakup of the former Soviet Union and the emergence of new economic giants and power players in the surrounding regions (China and Japan in the Far East, India in South Asia, the Russian Federation and to some extent Kazakhstan in Central Asia, and Turkey, Iran and UAE in the Middle East) have created new challenges and opportunities for regional cooperation. The war on terrorism and the presence of international forces in Afghanistan has added a new dimension to the coordination of regional interests. Afghanistan has great geopolitical importance and immense economic significance due to its strategic location as the land bridge between the sub-continent, Central Asia and the Persian Gulf. International community is of the view that most of the world's security and stability problems emanate from the broader Middle East and the region around Afghanistan. The security and stability in Afghanistan is, therefore, vitally important not just for the Afghan people but also for the world. Unlike China and Russian Federation, other major players do not have ready access to the vast energy resources in the Central Asian and Caspian Sea regions and are making efforts to gain access. Afghanistan could provide an alternative access route for building infrastructure to transport such energy resources. In its policy behavior, Afghanistan has to take the historical and new geopolitical dynamics into consideration, with a need to balance various interests and forces, and turn its location into an asset for all.

B. Security

Stability and peace is essential to sustain the development process, improve governance and reduce poverty and vulnerability. Despite some significant progress, the threat to peace had not diminished, particularly insurgency gripping southern and eastern parts of the country. The deterioration of security in 2006-2007 has had a negative impact on the construction progress of major highways, including the national ring

road and potential regional energy projects. For example the work of Japanese funded 120km Kandahar-Hirat segment of the National Ring Road is currently on hold because of regular attacks on the workers. Food and energy security is also important as Afghanistan relies on imports from the neighboring countries.

The prosperity and stability of the region ultimately depends not only on what the constituent states of the region can achieve in the areas of political, economic and cultural cooperation, but also what is needed in the field of common security. The more there is intelligence sharing and cooperation in counter-terrorism measures among them, the more the chances of enhancing a common goal of regional security. This goal needs to be achieved not necessarily in rivalry or conflict with the roles played by outside actors, but rather in ways which could help them to feel confident about the future of the region on the one hand, and prompt them to participate in the fruits of the region's stability and prosperity without being locked in kind of rivalries that could possibly undermine such imperatives on the other. Harmonization of national, regional and international interests are crucial for the security of the region.

Drug trafficking, human trafficking, and money laundering exist in troubling across the region and undermine confidence, governance and stability, impacting on the general law and order situation and affecting the rights of women.. According to Afghanistan Opium Survey 2007 of UNODC, by August 2007 Afghanistan produced 8,200 tons of opium (34% more than 2006), becoming practically the exclusive supplier of the world's deadliest drug (93% of the global opiates market). Increasing stockpiling and lucrative international markets continue to keep the flow of production and trafficking high. The influx of international mafia's huge sums of money into Afghanistan, together with imported precursor chemicals, encourages farmers to grow poppies and turn it into a highly profitable business. The bulk of drugs produced in Afghanistan have been trafficked by the regional and international

mafia through the neighboring countries to the world markets. Among some of the neighboring countries there is a fear that opening borders, easing visa regulations, and improving transport corridors could facilitate illegal cross-border traffic and insecurity.

All neighbors of Afghanistan now have major drug problems as a result of large influxes of Afghan heroin, taxing their law enforcement capabilities. Further, the Afghan drug trade corrupts bordering countries' political systems with large amounts of narco-money. To combat this problem, most neighboring countries, with assistance from the donor community, have programs that help to interdict narcotics and improve their law enforcement and prosecution capabilities. The newly-formed Central Asian Regional Information Coordination Center (CARICC) also helps combat trafficking throughout Central Asia by acting as an information sharing venue for all intelligence and law enforcement agencies operating in the area.²

Afghanistan should identify useful ways to engage resources, expertise, and assistance to counter the drug-related transit in and out of Afghanistan. The CARICC is a potential building block for enhancing law-enforcement cooperation beyond the sharing of information.

C. Informal migration

The scale of informal migration, particularly from Afghanistan to Pakistan and Iran, has presented its own set of political problems, and the current deportation policy of the Government of the Islamic Republic of Iran is testament to this. The problem is exacerbated by the size and length of stay of the Afghan Diasporas in Iran and Pakistan, with both governments keen to reduce their size. However, the dynamics of transnational households that are prevalent in this region means

that a large proportion of the Afghan populations in this region conduct their family and economic lives across these borders, and proposed solutions targeting irregular migration should take this into account.

Some of the neighboring countries have restrictive trade policies. While Afghanistan now has a liberal trade regime, some of its neighbors have more restrictive trade policies. Complicated visa procedures also impede trade.

Regional cooperation and confidence-building requires patience, continuity and persistent efforts. A perception exists that benefits from regional projects do not match the efforts required to prepare them and that rewards are unequally distributed. Also, quick impact is expected from large regional projects.

Trade and transit agreements are outdated and lack monitoring mechanisms. Many existing trade and transit agreements with key trading partners need to be modernized; some have not been fully enforced, in part due to inadequate monitoring mechanisms and a lack of high level policy commitment. The lack of commercially viable power trading agreements is a constraining factor for regional power trade. Pakistan has shown readiness to review the outdated Afghanistan Trade and Transit Agreement (ATTA).

The high cost and time consuming transit trade through Afghanistan is an impediment to the development of the region. Reducing these costs would require Afghanistan to improve physical infrastructure, including road, economic infrastructure, particularly energy for transit trade in electricity and potential oil and gas, and social and physical infrastructure required at border posts that includes simplification of border crossing procedures, and harmonization of custom duties and procedures. As of September 2007, 54% of the national ring road and its links to the neighboring countries have been completed. This

² US Counter-narcotics Strategy for Afghanistan, August 2007, Compiled by the Coordinator for Counter narcotics and Justice Reform in Afghanistan Ambassador Thomas A. Schweich, U.S. Department of State

has helped reduce the transit time. In July 2007 Afghanistan reached trade and transit agreements with Uzbekistan and Turkmenistan. A transit agreement is currently being drafted between Afghanistan and Tajikistan. These agreements will help reduce the transit time. Afghanistan has successfully started the rollout of the automated customs and data systems (ASYCUDA). This will provide substantial efficiency gains on transit, trade, anti-narcotics, anti-smuggling, data-exchange, and a host of other things. Currently ASYCUDA transit module is operational at three axis i.e. Torkham-Jalalabad-Kabul, Islamqala-Herat-Kabul, and Hairatan-Mazar-Kabul. The preliminary data collection of ASYCUDA on transit time helps establish the baselines for future performance measurement and identification of the impediments.

The lack of institutional and human resources limits the government's ability to coordinate and initiate regional initiatives and to enter or encourage private-public partnerships. There is also limited leadership and capacity in the various government agencies to negotiate, implement and monitor Afghanistan's various treaty obligations. Many agreements have been signed but because of the lack of follow-up and implementation capacity most of them have remained on the shelves. This has caused frustration among the ordinary people and the regional partners. The achievement of regional cooperation benchmarks requires considerable coordination between relevant ministries. Roles and responsibilities need to be clarified and commitment to individual tasks demonstrated. Some guidelines can be established for hiring only Afghan unskilled workers in specific projects in Afghanistan to encourage more employment generation in the country.

The role of private sector has remained weak in regional projects. The sector faces a lack of information about opportunities for trade and investment at the regional level. Businesses also do not have a strong regional platform to exploit

cross-border trade and investment opportunities. This is compounded by weak trade support infrastructure at the national level and the absence of an effective regional trade support institution.

The lack of effective civil aviation links, and remaining gaps in road infrastructure, and the high cost of travel result in difficulties for business travellers and transit traffic. Visa processes by both; Afghanistan and regional countries are lengthy and require urgent attention. New Delhi Declaration (18-19 Nov 2006) calls for aviation liberalization for greater regional connectivity.

Donor interest in regional cooperation has been increasing in the recent time. The First Regional Economic Cooperation Conference, held in Kabul on 4-5 December 2005, was co-chaired by the G8 presidency United Kingdom and enjoyed the strong support of the donor community. The World Bank, the ADB, USA and some of the regional countries have been actively involved in an increasing number of regional projects, in particular in the energy, transport and commerce sectors. The Joint Statement by the Foreign Ministers of the G8 and the Foreign Ministers of Afghanistan and Pakistan, issued on 30 May 2007, reiterated the G8 support to regional cooperation. Since early 2006, the ADB, through a number of Technical Assistance programs, has been supporting the capacity building efforts of the Afghan Government for regional cooperation. This program ended in 29 Feb 2008. Donors have also made significant investments in human and institutional development in neighboring countries that share many of the geographical, cultural, historical and institutional characteristics of Afghanistan. The development experience and knowledge gained by Afghanistan's neighbors should be drawn upon by Afghanistan. Lately, some donors are seeking concrete ways to support Afghanistan's efforts to increase coordination and information sharing with neighboring and regional governments to increase the seizure and destruction of drugs being smuggled across Afghanistan's borders. Also, they assess

opportunities to support follow up to the Pak-Afghan Peace Jirga, including through border management assistance. Despite this, compared to the enormous needs of regional projects, donor assistance has been very limited.

Regional cooperation is still a new subject in Afghanistan. Raising awareness about the scope of opportunities for regional cooperation is essential. Following the holding of the first RECC in December 2005, limited regional cooperation sections have been established within the administrative structures of some Afghan Ministries. In 2006, a Directorate for Regional Cooperation was established at the Ministry of Foreign Affairs. However, despite an ongoing successful ADB Technical Assistance program towards mainstreaming regional cooperation, human capacity of this Directorate continues to need serious attention. Ministries of Finance and Commerce have appointed Regional Economic Cooperation Advisors. Ministry of Economy's role in coordinating regional projects requires more exposure. The establishment of a Cross-cutting Consultative Group (CCCCG) and a Working Group (WG) for regional cooperation, within the framework of the ANDS, has helped create platforms of dialogue and interaction between different stakeholders on regional cooperation. While the Working Group has been making steady progress, the CCCCCG needs strengthening. Afghan media cover occasional regional gatherings. There is very little discussion or lively debate on regional cooperation in the Afghan media. Hence, public awareness has remained very low on the subject. With some exceptions, progress in achieving visible and practical results on the ground in regional economic cooperation has been limited so far.

Overlap and duplication of efforts in regional cooperation is yet another problem for Afghanistan, which currently enjoys the membership of most major regional organizations. Kabul Declaration (Dec 2005) urged that stronger partnership should characterize the relationships between and among

the regional organizations and programmes. It called on regional organizations to avoid overlap and duplication of effort through further coordination and rationalization. In addition to this, the regional cooperation activities of various Afghan Ministries have had many overlaps, which need improvement. Establishing parallel processes should be avoided.



Restrictions on movement of persons and mobility of labor continue to act as a barrier to regional development. Promoting overseas employment for Afghan nationals is obviously a key challenge because it has to compete with neighboring countries that have been sending their workers abroad for employment for a long period. Much of the labor movements from Afghanistan has been, and may continue to be into neighboring countries such as Pakistan and Iran where there is limited competition from established players, and where there are already existing transnational networks of Afghan households. The continuing presence of large numbers of Afghan refugees in the two countries is a challenge in this context. There is a need to improve the people to people interactions, including through population and labor movements for a whole range of reasons, in the framework of bilateral and regional agreements between the relevant parties and emerging transnational networks so that peoples of the region can live peacefully and work towards their mutual economic betterment. This also has an important poverty alleviation dimension, as migrating for employment to neighboring countries is an important coping mechanism for poorer rural households, provided that labour exploitation and particularly forced labour

and trafficking in women and children can be prevented. In May 2007, the 5th JCMB meeting decided that “bilateral co-operation between the Islamic Republics of Afghanistan and Pakistan, as well as the Islamic Republics of Afghanistan and Iran should be enhanced through both regional and bilateral frameworks to manage cross-border movements and facilitate dialogue on managing labor flows according to the Compact benchmark”

The negative impact of external tensions on regional cooperation initiatives creates obstacles to Afghanistan. For example, until recently tension in relations between Pakistan and India had blocked the land transit between Afghanistan and India, hence most members of SAARC are unable to access the Central Asian markets and vice versa. After lengthy bilateral and trilateral dialogue, Afghan goods can now reach India through land transit corridor in Pakistan. Land transit for trucks from India reaching Afghanistan is currently discussed between Pakistan and India in the realm of the Composite Dialogue. Another example is the recent agreement between Russian Federation and some of the Central Asian Republics contiguous to Afghanistan to purchase all surplus electricity and gas. Through meaningful dialogue and engagement, ways must be found to make progress in regional economic cooperation despite such geopolitical issues which are unlikely to get fully resolved soon.

In order to protect the environmental integrity of Afghanistan and the surrounding region, careful environmental analysis and studies are needed for all regional projects. Sustainability of natural resources developments to be taken into consideration. All imported goods to Afghanistan to be checked against technical and health standards. Import of low quality products to be avoided. Afghanistan being an important land bridging country needs the technical assistance of the regional countries for its environmental capacity building and public awareness campaign. Under the Afghanistan Compact, Afghanistan has already established

its environmental regulatory frameworks and management services for the protection of air and water quality, waste management and pollution control. It has developed its natural resources policies. Implementation has already started at all levels of government, as well as at the community level. Now, Afghanistan needs to develop the standards for living environment, pollution and weather. It is in desperate need of specialists in these fields. Regional countries could certainly play a major role in overcoming this problem. Climate change is another environmental problem which needs the collective efforts of the regional countries. Given the proximity of Afghanistan to most countries of the region, any environmental disaster in Afghanistan will have its catastrophic impact on other countries.

D. Opportunities

The resources of the region can be used for the benefit of all considering that current conditions represent a unique opportunity to improve the welfare of the peoples of the region through enhanced trade, investment and joint promotion of infrastructure activities, especially in all forms of transport and energy development.

Regional power trade and energy development has significant economic potential. A recent study of the World Bank finds that “relatively smaller economies (Tajikistan, Kyrgyzstan, Nepal, Bhutan, Myanmar, Turkmenistan) and Iran have hydropower or hydrocarbon resources far in excess of their energy demand. The remaining countries (India, Pakistan, Bangladesh, Sri Lanka and Afghanistan) have energy demand growth far outstripping domestic supply and in foreseeable future the demand-supply gap would become wider unless the domestic supplies are supplemented by imports³”. Pakistan considers electricity and piped gas imports from Central Asia as an important, cost effective, and timely component of its supply options to meet forecast

³ World bank, Potential and Prospect for Regional Energy Trade in the South Asia Region, June 2007

demand. Afghanistan is the main route for energy trade and by consequence, the development of infrastructure in Afghanistan is the key factor in allowing the trade of energy. This is particularly important to the current energy crisis. Afghanistan is the most relevant conduit of energy trade from North to South and North East to West. In this sense, the regional partners have an interest in helping to develop Afghanistan's infrastructure. The market development to meet Afghanistan's energy needs is essential for the creation of secure infrastructure and a market with transit facilities through Afghanistan to allow development of Central Asia and South Asia energy trade. All stakeholders should continue to work on the development of north-south electricity trade which should materialize over the next decade. In doing so, all sides would benefit greatly.

Regional labor movements and remittances are an important contribution to Afghanistan's economy and development. Regional cooperation in this area can also substantially increase incomes in the region.⁴ Thus the first priority should be for negotiating workable solutions for Afghan labor with Pakistan and Iran as envisaged in the Afghan Compact through diplomatic initiatives and in the context of border management initiatives. Under a Consular Cooperation MOU, signed between Afghanistan and Iran in 2005 (Aqrah 1384), a joint committee was to be formed and work on reaching agreement on work force exchanges, including specialists and ordinary workers, between the two countries. Also, under a trilateral meeting between Afghanistan, Iran and UNHCR on 27 February 2006 (8/12/1385), Iran agreed to arrange the issue of possible work and residence permits for up to three years to one or two members of the returning Afghan families. Afghanistan and Iran was to discuss the practicality of this arrangement and inform the UNHCR of the outcome. The formation of the joint committee

4 A UNDP report, "Bringing Down Barriers: Regional Cooperation for Human Development and Human Security" estimated that there could be income increases of 50 to 100 % over the next ten years if substantial progress towards regional cooperation is made among Central Asian countries, UNDP December 2005.

and the discussion on the work and residence permits for members of the returning families, are still under progress. No discussion has taken place between Afghanistan and Pakistan on labor movement. Market diversification also should be attempted in the medium term reaching out to the Middle East. Efforts should be made to promote regional cooperation in this area in the form of bilateral or regional labor cooperation agreements or memoranda of understanding, which can serve the interests of employers and at the same time, provide protection to workers. Perhaps a 'Guest worker' arrangement for Afghan unskilled workers can be agreed upon through MOUs with other Asian countries and existing MOUs updated. Since early 2007, the Ministry of Labor, Social Affairs, Martyrs and Disabled has been planning to hold a regional conference on labor migration in Kabul. The process has been very slow and it's not clear when the conference will take place. Afghanistan certainly needs to build its capacity in this area. Regional cooperation among employers' and workers' organizations can also pave the way for ethical investment and recruitment practices

Since late 2001, the cost of hiring international consultants for the reconstruction of Afghanistan has been very high. The performance quality of some of these consultants has been low due to their unfamiliarity with Afghanistan and its surrounding regions. There is a need for greater induction of regional experts/advisors who would have greater understanding of the Afghan ground realities, as well as be more cost-effective. This requirement may best be responded to under South-South Cooperation. However, it's important that the cost need is looked at not only in absolute terms but also in relation to the quality, value added, and results. Also, in doing so the general TA management issues need to be taken into consideration.

A number of key regional consultative processes already exist to which Afghanistan and/or its

neighbors are signatories, and it is imperative that Afghanistan engage in them, namely the *Colombo*, *Bali*, and *Athens processes*. These existing mechanisms will facilitate effective dialogue between Afghanistan, its neighbors and other receiving countries on developing labor migration mechanisms on the premise of countering irregular migration, in particular the trafficking in women and children. The *Colombo Process* is facilitated by IOM and is otherwise known as the Regional Consultative Process on Overseas Employment and Contractual Labor for Countries of Origin in Asia, and brings together source countries such as Afghanistan and Pakistan with destination countries such as Italy and the UAE, all of whom are signatories.

Remittances are an invaluable source of foreign exchange and potentially an important addition to the gross domestic product at the macro-economic level. Estimates vary greatly, and may amount to several hundred million dollars. However, most remittances are made through unofficial transfer outside of the formal banking system and transferred physically in kind through the *hawala* system.

Incentivising and formalising an official cross border system of remittances will encourage remittance flows into Afghanistan from the Afghan Diaspora in the neighbouring countries. Regional economic cooperation should prioritise the removal of impediments that neighbouring countries present to the ownership of bank accounts, transfer costs and speed, and improve access to remittance and collection points abroad and domestically. Furthermore, an accessible system that encourages the transfer of funds across borders officially will make it easier to monitor and develop a strategy to curb money laundering.

An integrated approach to border management of the country's borders allows many of Afghanistan's domestic and regional challenges

to be better addressed. Those challenges include:

- Security
- Immigration
- Trade & Transit facilitation
- Road infrastructure protection
- Public health
- Nomadic movements
- Customs revenue collection
- Counter narcotics
- Trafficking in persons
- Agricultural control
- Flow of currency

Many of these challenges are interrelated and need to be addressed holistically for maximum and efficient effect.

Donors (bi-lateral and multi-lateral) have largely been addressing these challenges on an individual, minimally-coordinated basis and focusing primarily on the security, counter narcotics, customs and trade/transit facilitation aspects. The Afghan-led Border Management Initiative (BMI) has provided a forum for the Afghan Government, donors, and implementing partner stakeholders to share information on border-related activities and achieve some degree of coordination.

To accelerate the implementation of the BMI's holistic approach, with the assistance of the USA, a Border Management Task Force (BMTF) has been put together. This provides a vehicle to use program management and subject matter expertise to focus on, enhance, and accelerate implementation of the border-related programs. It is designed to be an

international team that continues to bring together all interested donors, through the Afghan led BMI Working Group, for coordination and visibility of their individual efforts. A proposal is currently before the Afghan President on the formation of a Border Management Commission (BMC) that would provide a single point of contact for the President on border-related issues and would also establish a border-centric forum for the concerned ministries to identify and resolve cross-cutting issues.

While the BMTF helps provide the common forum for all border related activities, it is operationally focused on the Kabul customs headquarters, the 14 Priority Border Crossing Points (PBCP), 4 Inland Customs Depots (ICD) and 4 major airports. It concentrates on ensuring that the Afghans have the best opportunity to perform by addressing infrastructure, equipment and training needs, however, these three components are viewed as necessary but not sufficient. The most important component is on-the-job mentoring and supervision at all 22 sites to ensure performance actually improves.

The phenomenon of transnational households and irregular cross-border migration between Afghanistan, Pakistan and Iran is one that can be addressed by a coordinated regional migration framework which ensures the protection of regular migrants. Assisted voluntary return, where possible, is a preferred strategy. The existence of regional consultative frameworks to which Afghanistan is a signatory can facilitate discussion on joint border management strategies. Afghanistan and Iran are signatories to the *Bali Inter-ministerial Conference on People Smuggling, Trafficking in Persons and Related Transnational Crime*, which promotes cooperation on border and visa systems in the Asia-Pacific region. Iran and Pakistan, but not Afghanistan, are signatories to the *Athens Process on Cooperation for Combating Illegal Migration*, and it maybe useful for Afghanistan to enter this process.

Cooperation in transport sector (road, rail and air) may cut the transit time and increase trade volume and people movement between countries of the region. Diversity in natural resources and differences in economic structure among regional countries offers trade benefits. Trade linkages can be strengthened through exports to one another based on comparative advantage.⁵ The completion of the national ring road of Afghanistan and its links to the neighboring countries, expected in 2009, will provide a trade and transit roundabout to all the surrounding regions. Since early 2006, Afghanistan has embarked on a railway project connecting Hirat city to the Iranian border at Sangan. 60% of the project is funded by the Iranian Government. Discussion is under way on lengthier railways in Afghanistan. These discussions require careful economic cost-benefit analysis to ascertain the priority investments. In 2007, a Chinese company won the bidding of Aynak Copper Mines in Afghanistan. The Company's bid includes the construction of a railway along the Hairatan-Kabul-Torkham path. This will improve the trade, transit and people connectivity between Central Asia and South Asia.

Encouraging trade requires a strong commitment to regional cooperation. Since 1380 (2001), the importance of regional cooperation to Afghanistan's reconstruction, economic development, and improved security has increased. Without the confidence and cooperation of its neighbors, Afghanistan will not be able to enjoy the stability it needs to rebuild and to reduce the threat posed by drug trafficking networks and terrorism.

Local trade between Afghanistan and neighbors is very important, even if long-distance trade transiting through Afghanistan and neighbors takes longer to develop. Improved transportation links via the development of road corridors to the

5 World Bank, *Prospects for Regional Development and Economic Cooperation in the Wider Central Asia Region* (discussion draft), (November 25, 2005), paper prepared for the Kabul Conference on Regional Economic Cooperation, December 4-5, 2005.

south and energy exports from land locked Central Asian countries to the South Asia via Afghanistan would offer alternative means of trade flows and benefit the entire region.

Export Promotion will strengthen regional integration and cooperation. To capitalize on Afghanistan's strategic location as a land-bridge in the Central and South Asia region, integrating Afghanistan's markets with the regional economies is of critical importance to the achievement of the national economic goals. Linkages with regional markets will not only promote the competitiveness of domestic industries but will also make Afghanistan a trading hub for regional markets. Afghanistan is well placed to expand its exports especially to the region. Processed agriculture goods, natural herbs, fresh and dry fruits, semi-precious and precious stones and marble have traditionally a good reputation in the regional markets.

During the late 1970s fresh and dried fruits accounted for 41% of the country's total merchandise exports. Afghanistan's exports have increased significantly in the past few years to the region from a base of 100 million USD in 2003/2004 to 450 million USD in 2006.

With the development of an effective system for international trade and transit, a large portion of future trade will capitalize on Afghanistan's location, using Afghanistan as a regional platform for export. The priorities for the immediate future will require a review of the existing regional trading arrangements with regard to their effectiveness and implementation – identifying areas in which these agreements can be strengthened.

The Ministry of Commerce and Industries has established the Export Promotion Agency of Afghanistan (EPAA) to act as the central implementing agency for export promotion policies and plans of the Government. EPAA will serve as a source of information on regional

markets and promote Afghan products in the region.

Cooperation in other areas:

Economic cooperation needs cultural exchanges. Joint cultural performances by artists of regional countries could help increase cultural understanding and awareness among people. In the past six years, the emergence of a number of private television stations in Afghanistan and the broadcasting of some of them in the regional countries have opened up cultural exchanges and have improved the people to people ties. During 2006-2007, television viewers in Afghanistan and its neighboring countries, after decades of isolation, have watched joint musical performances between Afghan, Tajik, Uzbek, Turkmen, Pakistani and Indian artists. The state-run Radio-Television of Afghanistan (RTA) and at least two Afghan private television stations provide satellite services to the surrounding regions. The RTA and one private station are also viewed in Europe and USA⁶. No free to air television stations of the neighboring countries is broadcasted in Afghanistan. In September 2007 the first-ever art exhibition of the South Asian Association for Regional Cooperation (SAARC) countries was inaugurated in Kabul. Twenty-five artists from eight member countries participated in the art show which was held at the Afghan National Gallery

1. Health, Avian Flue and HIV AIDS: Region specific strains of diseases, common environmental threats and emerging research areas of mutual interest provide sufficient ground for regional cooperation. The transformation of networks of researchers, policy makers and institutions in individual countries into formal collaborations based on institutional commitments among the regional countries and sharing of

⁶ Private Television Tolo provides TV services to the entire region on Eutelsat SESAT2, with a footprint all over Central Asia, and parts of South Asia and the Middle-East. Ariana Television provides TV services to Europe and the USA via Hotbird satellite, with a footprint over roughly 60% of the planet's landmass. (sources: Tolo and Ariana websites)

research and knowledge will effectively shape the development of health systems. For example, cooperation in prevention and containment of avian influenza epidemic and related emerging diseases will improve surveillance and epidemic preparedness based on assessed risk, both for humans and poultry populations, with outbreaks of highly pathogenic avian influenza. It will also strengthen national capacities for early detection and verification, improve capacity for risk assessment and communication, and strengthen the level of national epidemic preparedness, including in laboratory diagnostics and reducing their impacts. Similarly cooperation in combating HIV AIDS will have its own advantages.

2. **Education:** Cooperation in education and research plays key role in the overall economic, political and social development of countries. It will provide much needed access to reputed educational institutions of higher learning in the region to Afghans and also to specific areas of research among the countries at reasonable economic costs. Special attention to be given to vocational training. In doing so, the curriculum to consider the skills needed in the employment markets of the region. The capacity of Afghan institutions, in particular Ministry of Labor, Social Affairs, Martyrs and Disabled, need to be increased.

3. **Urban Development in border areas and the Capital:** Regional Cooperation in building urban infrastructure in cross border areas helps exploit shared resources available such as energy and water. It facilitates in harmonizing cross-border rules and regulation and learning from good institutional practices and policies. The proposed private sector driven New Kabul City development at Dehsabz has the potential to help turning Afghanistan into an active business hub of the region.

4. **Agriculture:** Regional Cooperation in research, diversification and export promotion of regional goods to the global market. The 2nd RECC in Delhi decided that

regional countries will develop modalities for establishment of a regional technical committee to review impediments to agricultural trade in transit and to propose solutions.

5. **Gender** is a cross cutting theme in the ANDS. Cooperation between various Afghan and regional women organizations will help promote gender equality and women roles in regional affairs. Channels of communication to be established among the women of the region for exchanging views and discussing the impact of regional issues on gender. Technical exchanges will increase women capacity. The formation of a regional database for women development could help serve the above purposes. Afghanistan shares religion, language, culture and ethnic groups with the region. Afghan Government to explore educational opportunities for Afghan women and girls in the surrounding regions. Afghan women business organizations could play an effective role in regional economic cooperation.

6. **Sport:** Sport events help bring the people of the region together. In the past few years, Afghan teams in various sport activities, through performances at regional levels, have contributed a great deal in establishing special bonds between the Afghan people and other nations in the surrounding regions. Last August, the Afghanistan Women's Soccer Team made a semi-final victory in Pakistan National Women's Championship. Last year the Afghan Cricket Team became the runner-up in the Middle East Cup and the under-15 team emerged runner-up in the Asia Cup in Dubai in 2005.

OVERALL STRATEGY FOR REGIONAL COOPERATION SECTOR

A. Strategic vision and goals:

The Afghan Government's goal is to contribute to regional stability and prosperity, and to enhance the conditions for Afghanistan to resume its

central role as a land bridge between Central Asia and South Asia, and the Middle East and the Far East, as the best way of benefiting from increased trade and export opportunities. This will lead to greater physical connectivity; expansion of trade and investment; development of financial systems and macroeconomic stability; and will be helpful in achieving the overarching goal of poverty reduction .

B. Priority policies and objectives:

Afghanistan's view of the region

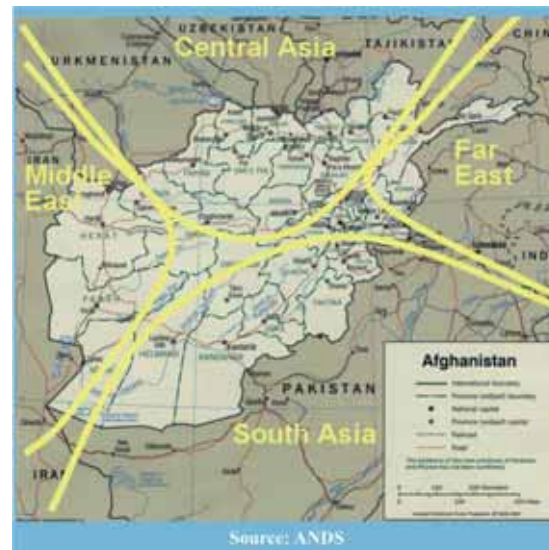
Afghanistan is located at the point where four of the most populous and resource-rich regions in the world converge: South Asia, Central and North Asia, the Middle East and the Far East. While Afghanistan covers small parts of each of these regions, and shares culture, ethnic groups and trade networks with them, it does not fully belong to any of them. Yet, it cannot be detached from them either. As a consequence, while at the periphery of each of these major regions, Afghanistan stands between them as a central connecting hub.

Afghanistan's region, therefore, stands uniquely with its own characteristics and peculiarities. In broad terms, the Afghan region may be divided into two: *inner* region, which includes all the six neighboring countries; *outer* region that encompasses most of the countries of Central Asia, South Asia, the Middle East and the Far East. Beyond this, Afghanistan occupies a pivotal position in the Eurasian continental trade network.

This fact, however, has not been fully understood by many in Afghanistan, let alone the surrounding regions and the world at large. Many donors have treated Afghanistan as on the margins of the Middle East, South Asia and Central Asia. Hence, it has been studied in that context, without the inter-regional relations and Afghanistan's vital links to them.

It is, therefore, crucial to make the position of Afghanistan in the surrounding region understood and respected. In this endeavor, Afghanistan will take steps to publicize its *Inner* and *Outer* regions and its pivotal role in Asian Highway Network and Eurasian trade connectivity.

Figure 2. Afghanistan as a central connecting hub between the four populous regions



Advocating the centrality of Afghanistan to the economic growth and prosperity of the surrounding regions

Afghanistan's central location allows it to act as a pivotal point for facilitating greater cooperation across the surrounding regions.

At one time this region, with the territory that is now Afghanistan as its focal point, stood at the very center of the world economy, epitomized by the *Silk Road* which served as one of the main trade links between East and West. Afghanistan, therefore, has great geopolitical importance and immense economic significance due to its strategic location as the land bridge between the sub-continent, Central Asia and the Persian Gulf and has natural propensity to serve as a bridge in facilitating commerce and energy flows across Eurasia and much needed access to transportation corridors from inner Asia to the Indian Ocean.

Starting in the late 19th century and cemented by the “Iron Curtain” after the formation of the Soviet Union, the north-south divide between Central Asia and South Asia hardened and became entrenched as one of the world’s major geopolitical barriers. Later, during the 23 years of Afghan turmoil and insecurity (1978-2001), there was very little interaction between Central Asia and South Asia. Communication between the surrounding regions of the country suffered immensely. The tragic events of the past few decades also revealed how damaging can be the interaction of Afghanistan’s instability with regional competition for political influence.

Currently, Afghanistan’s centrality is a significant asset to most regional political, security and economic processes. The economic integration of the CIS countries with the emerging markets of South Asia is well ensured by creating transit routes through Afghanistan. Since early 2002, Afghanistan has signed at least 21 agreements in trade, transit, transport and investment sectors with regional countries and organizations.⁷ But for the country to play its part effectively, Afghanistan needs the support of the key international players, namely the US, EU, and the big economies of South Asia and the Far East.

One estimate projects India’s trade with Europe, CIS countries, Iran, Pakistan and Afghanistan would be in the range of US \$ 500 billion by 2015. At the moment, most of this trade is through sea. Even if 20% of this trade is conducted through Pakistan, Afghanistan and CIS countries, it amounts to US \$ 100 billion worth of trade. In other words, the natural gas pipelines and transportation corridors connecting energy rich but landlocked inner Asia with consumption centres in Asia and Europe could bring substantive riches to Afghanistan.

Under the New Delhi Declaration (18-19 November 2006), Afghanistan’s development will remain a central factor in assuring the growth, stability, and prosperity of the region. Countries

of the region will take practical steps in adopting the necessary policies in this direction.

Pro-active regional diplomacy vs. status quo and reactive diplomacy

Afghanistan’s *inner* and *outer* regions are also highly diverse. The constituent states have often taken, for national and regional reasons or in reaction to wider international events, diverse stands at different times, to most of which Afghanistan has simply reacted. Given its limited resources and capacities, Afghanistan has generally been unable to present regional initiatives of its own. The December 2002 Kabul gathering on Good Neighborly Relations, the December 2005 Regional Economic Cooperation Conference, held in Kabul, and its subsequent follow up conferences, and the more recent Pak-Afghan Regional Peace Jirga, held in Kabul on 9-12 August 2007, are rare regional initiatives that Afghanistan has been able to institute in its modern history. While diplomatic relations have advanced to some extent, data gathering, research, analysis, policy making and developing strategic visions have always remained poor. The limited policy and strategy that have been developed since Afghan independence in 1919 have been in a piecemeal fashion and lacked sustainability. Too often, a change of government or senior officials has created a new starting point for everything, including the foreign policy of the country.

Today, Afghanistan, with its complex regional and international relations, strives to have a multi-pronged Pro-active Regional Diplomacy Program (PRDP), underpinned by continuity and sustainability. The PRDP will be tasked with the promotion of regional confidence building, meaningful dialogue and engagement. It will encompass security, political, economic and social aspects. Under the PRDP, the Government, through relevant Ministries, will commit adequate human and technical resources towards the regional cooperation capacity building program, including the mobilization of the Afghan Missions

⁷ Source: Ministry of Commerce and Industries

in the regional countries (see Program for Regional Cooperation Capacity Building)

Development- Main Axis of Regional Cooperation

For too long, regional economic cooperation and integration have been victims of political tensions and insecurity. There is no doubt that economic development is inexorably linked to a secure and stable political environment as essential to attracting investment and developing a country's human and natural resource potential. Afghanistan, with the assistance of the international community, has been working hard to address its security concerns. Its efforts have included reforming and restructuring the army and police forces, and setting up the *Policy Action Group* (PAG) – a temporary crisis management group for the four provinces in the south, involving actions in the fields of political engagement, diplomacy, security, development, communication and social issues. Furthermore, Afghanistan will seek better intelligence sharing and cooperation in counter-terrorism measures, from the neighboring countries. It will also continue to work on the harmonization of national, regional and international interests for better security of the region.

Improving governance, justice and the rule of law continue to remain a central focus of Afghanistan's reform efforts. Genuine security, however, cannot be provided by military means alone. It can be achieved only when there is adequate and sustainable development and economic growth that responds to the specific needs of those most vulnerable to poverty. Regional economic cooperation will facilitate this. As the recent history has demonstrated, it is in the interest of the entire region to ensure that Afghanistan succeeds in its difficult task of political and economic transformation. The Declaration of the cross-border Pak-Afghan Regional Peace Jirga, 9-12 August 2007, recommends further expansion of economic, social, and cultural relations between

the two countries. It identifies the implementation of infrastructure, economic and social sector projects in the affected areas (in south-east) as a key part of bringing security to the country. This will contribute to better food security as Afghanistan imports most commodities from Pakistan. Specific priorities at the Peace Jirga were expediting the clearance of transit goods between the two countries, involving Afghanistan into Pakistan's energy and trading corridors, studying the feasibility for extending a railroad from Peshawar to Jalalabad, issuing visas for traders and businessmen, expediting the setting up of a joint chamber of commerce, and cooperating in identifying Reconstruction Opportunity Zones (for Peace Jirga Declaration see Annex B). While some tensions continue to strain regional relations, Afghanistan is determined that the potential benefits of greater regional economic cooperation and integration coupled with the general development goals of the ANDS will provide further incentives to overcome these tensions. Afghanistan will give top priority to regional development projects as the best means to shape the political and security course of events in the region.

Working through regional and sub-regional organizations

From 2002, Afghanistan has adopted a policy of joining as many effective regional groupings as possible. The country is now the only one enjoying the membership or affiliation of all the major regional economic groupings of the surrounding regions. At the same time, most regional groupings have found it necessary to have Afghanistan as a member, in order to become more functional.

In addition to Afghanistan's ongoing efforts to accede to the World Trade Organization (WTO), the Afghan Government is also actively pursuing the expansion of bilateral and regional trade agreements with the countries of the region. Afghanistan is an active member of the *Economic*

Cooperation Organization (ECO), which promotes regional trade liberalization and integration. In early 2005, a preferential trade agreement – the *ECO Trade Agreement (ECOTA)* – was signed with the aim of reducing intra-ECO tariffs, non-tariff barriers, and other trade-related charges.



During the 9th ECO Summit in Baku (5 May 2006), Afghanistan agreed to host the 17th Council of Ministers Meeting. The meeting took place in October 2007 in the historic City of Hirat. ECO has established a Special Fund for the reconstruction of Afghanistan. Under this fund a Public Park, with a regional cooperation theme is currently being built in Kabul and negotiations on building the ECO Park in Herat province are going on.

Figure 4. :Afghanistan is an active member of ECO



While Afghanistan already has in place bilateral trade agreements with India and Pakistan, the two largest members of the *South Asia Association*

for Regional Cooperation (SAARC), there is considerable scope to increase trade with South Asia. Afghanistan became a full member of SAARC in April 2007. It is now looking to the economic benefits from participating in the *South Asia Free Trade Area's (SAFTA)* in terms of phased reduction and eventual elimination of intra-SAARC tariff rates for a substantial number of goods. Afghanistan will officially join as eighth member of SAFTA by February 2008, besides the seven members of SAARC. This would mark a significant step forward for the Afghan economy and help boost its export to India. Afghanistan will receive the benefit of zero import duty by India on 4536 tariff lines by joining this organization.

Afghanistan is also a full member of the *Central Asian Regional Economic Cooperation (CAREC)* program, which seeks to promote increased coordination in customs, energy, trade facilitation, and trade policy. CAREC, is a multi-country, multi-institutional alliance and a powerful platform to marshal financial resources in regional projects. It initiated South Transport Corridor Project for the development of trade and customs infrastructure. This project will ultimately connect southern Russia and western China, through Central Asia and Afghanistan, to ports on the Arabian Sea. This will facilitate large investments, enhance trade & export volumes in Afghanistan leading to larger employment opportunities to the Afghans.

In order to promote trade and transport facilitation, Afghanistan became one of the six founding members of Central and South Asia Transport and Trade Forum (CSATTF) in 2003. The Forum, established with assistance from the Asian Development Bank, endeavors to strengthen linkages to create opportunities for sustained economic growth, peace and prosperity.

Since November 2005, Afghanistan has been serving on the Contact Group of the *Shanghai Cooperation Organization (SCO)*. In April 2003, Afghanistan became a Partner of the Organization for Security and Cooperation in Europe (OSCE). This is an important development as Afghanistan shares border with three Central Asian member-states of the OSCE. In September 2005, in response to the request of the Afghan Government, the

OSCE sent an election support team to the National Assembly and Provincial Council elections in Afghanistan.

In accordance with the protocol, the Contact Group between SCO and Afghanistan is established with the purpose of elaborating proposals and recommendations on realization of cooperation between the SCO and Afghanistan on issues of mutual interest. Afghanistan's engagement with SCO will help mutual economic growth and security. Bishkek Declaration of SCO 16 August 2007 Summit states that "the activity of the SCO-Afghanistan Contact Group will intensify".

Figure 6. Afghanistan in SCO



Figure 7. Afghanistan in CAREC



Afghanistan also attended the Special session of

the Regional Advisory Committee of the United Nations Programme for the Economies of Central Asia (SPECA), held in Astana on 27 May 2005.

Afghanistan is also a signatory to a number of regional consultative processes that focus on developing frameworks to manage migration. The Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime is an inter-ministerial process that began in 2002 and spans Turkey to New Zealand, has 36 member states as well as international organizations such as IOM and UNHCR. The Colombo Process was established in 2003 and is an IOM led process that aims to promote dialogue and cooperation at the ministerial level, between destination and source countries on issues related to labor migration.

Beyond these, Afghanistan profoundly believes in the invigoration of regional legal, social, cultural and scientific bodies. In November 2006, Afghanistan applied for the permanent membership of the Association of Asian Parliaments for Peace (AAPP). Currently, Afghanistan is an observer to this Association. The joint celebration of 800th anniversary of the birth of philosopher and poet Maulana Jalaluddin Balkhi, by Afghanistan, Iran and Turkey in 2007 is a good example of regional cooperation through cultural ties. The cross-border Pak-Afghan Peace Jirga, 9-12 August 2007, was the first historic event in its kind that opened a channel of people to people dialogue. It brought together some 700 members of the parliaments, political parties, religious scholars, tribal elders, provincial councils, civil society and business community of both countries.

Furthermore, Afghanistan has reached many bilateral and multilateral agreements with countries of the region. Afghanistan firmly believes that a large number of regional projects, issues and opportunities can be easily handled at bilateral discussion level. Unless and until there is a need, they shall remain at the level.

Afghanistan recognizes that most of the above mentioned regional organizations and programs are making a valuable contribution to improving the extent and scope of regional economic cooperation.

However, Afghanistan has entered some regional groupings without having a chance of conducting enough prior research and analysis on the full impact assessment of these grouping. Due to poor capacities, the Afghan membership of some of the above organizations has remained nominal only, especially with regard to membership of CAREC, Partnership in OSCE and contact with SCO. On the other hand the overlap and duplication efforts of various regional organizations have taken their tolls on Afghan Government. Afghanistan has been unable to cater for the needs of its increasing regional engagement. It will, therefore, continue to strengthen political cooperation and honor membership commitments in regional and international organizations, through increased capacity building and more meaningful engagement. In this endeavor, it will seek the understanding and cooperation of the regional organizations.

Parallel to the above, Afghanistan will work out the prioritization of its engagement with these organizations. Some of these organizations are very important and Afghanistan should focus on an active engagement with them, whereas others may be less important for Afghanistan directly and hence, given the limited capacity, major efforts need not to be devoted to them. Afghanistan shares border with five members of ECO and most of its trading and transit is done with these countries. Pakistan, a key member of SAARC is a founding member of ECO. Tajikistan and Uzbekistan, both members of CAREC and SCO, are at the same time active members of ECO. Turkmenistan, not a member of CAREC yet, is an active member of ECO. The impact of ECOTA on trading between Afghanistan and its neighbours will be significant. Therefore, Afghanistan will further improve its engagement

with ECO in the coming years.

Migration and Refugees

An Afghan inter-ministerial consultative between 1978 and 2001, more than six million Afghans were forced to leave the country and seek refuge mainly in the neighboring countries. While large numbers of Afghans have now returned voluntarily to their homes, others remain in neighboring countries. The situation of those remaining in the host countries remains precarious, and some are being repatriated, which requires sensitive and delicate negotiations with the host countries in the spirit of regional cooperation. Their voluntary return will depend upon a range of factors, including the restoration of security in the parts of Afghanistan from which they originate, and the generation of economic opportunities to provide them with livelihoods upon their return. High unemployment rate in Afghanistan is another challenge to the returnees. In the past few years, a good number of returnees have gone back to the neighboring countries after failing to find employment inside Afghanistan. The enhanced economic integration of Afghanistan with its region can facilitate the development of new opportunities, of which returning refugees can be amongst the beneficiaries committee, comprising of Ministries of Foreign Affairs, Refugees and Repatriation, Public Health, Labor and Social Affairs, Martyrs and Disabled, Finance, Urban Development, Education and Agriculture, Irrigation & Livelihood, and Directorates of National Security and Afghanistan National Disaster Management Authority, has already been formed to handle the immediate, medium and long term needs of the Afghan refugees. The Committee shall work on the gradual and voluntary return agreements, based on the absorption capacities of Afghanistan. The Committee, with cooperation from relevant international organizations and donor community, will provide employment for the returnees.

Turning to the future, a shift will need to be made in mind-set and conceptual framework as well

as concrete policies inside Afghanistan and in countries of the region from a refugee orientation toward economically-motivated flows of labor and the need for well-functioning regional labor markets. The exchange of skilled labor is a possibility that should be explored as a welcome step.⁸

Regional Cooperation - A Cross-cutting Theme in the ANDS

The Government of Afghanistan is focused on ensuring that regional aspects are integrated into its relevant policies and programs, particularly in the areas of trade and transit, transport, energy development, infrastructure investments, environmental protection, border management and security, counter-narcotics, labor and gender.

Building institutional and human capacities for regional cooperation

Coordination among various Government agencies on regional cooperation issues will be strengthened through the establishment of effective coordinating mechanisms at policy (ministerial) and technical levels. Particular emphasis will be placed on: strengthening national focal points in key sectors for regional economic cooperation; establishing clear channels of communication among government agencies and the business community; and capacity-building for negotiating, implementing, and monitoring the implementation of agreements.

Cooperation with regional and international partners and drawing on regional expertise, twinning arrangements, and information exchange and research networks will be important to the success of these areas.

The Government will also seek to strengthen

⁸ The assessment of Afghan labor skills in Iran and Pakistan may facilitate future labor agreements. IOM's RQA programme also facilitates the return of skilled Afghans to Afghanistan.

the capacity of relevant ministries to coordinate, and jointly plan and implement projects and initiatives of regional significance and to mobilize the technical and financial resources necessary for the implementation of its initiatives.

Afghanistan welcomes the recommendation of the Second Regional Economic Cooperation Conference, held in Delhi on 18-19 November 2006, and acknowledges the benefits of the creation of a Center for Regional Cooperation in the MoFA. This Center is to be dedicated to an in-depth and rigorous pursuit of authoritative, constructive, practical and specific initiatives for regional development.

Plan of Action for Regional Cooperation

As a central objective of the ANDS and as part of the planned follow-up activities within the process of Regional Economic Cooperation Conferences, the Government will also develop annual plans of action, including sequencing and prioritization of regional cooperation initiatives within priority sectors. The plans of action will be prepared in the spirit of this Strategy and in consultation with neighboring countries, development partners, experts on regional development issues, and the private sector. Implementation solutions should be developed at political and technical levels, and be prioritized, which should be enforced through suitable mechanisms. These plans will be presented to the JCMB meetings with proposed actions and decisions.

C. Desired outcomes:

Provides desired short term (up to two years) and medium-term (five years) overall outcomes as result of implementation of the priority regional cooperation policies.

- *Enhanced* regional cooperation provides Afghanistan an opportunity to connect land locked energy rich Central Asia with warm water ports in Iran and energy deficient

South Asia. As a result of this Afghanistan also benefits and would be able to meet part of its energy demand.

- *As a transit country* Afghanistan will realize substantial revenue through transit fees, as well as enhanced economic activity thereby enabling it to meet its main development challenges, including poverty reduction and achieving the Millennium Development Goals.

- *It will facilitate liberalization of the Afghan economy;* remove impediments and lower trade barriers towards a freer and enhanced flow of goods, services, investment, and technology.....

- *Regional cooperation facilitates harmonization* of standards and regulations to enhance cross border initiatives like trade and investment for equitable exploitation of common resources of hydro power or hydrocarbons, infrastructure development, and social development.

- *Improving border management and customs* cooperation at regional level increases security and helps to fight organized cross-border crime such as trafficking in arms and drugs as well as people smuggling.

- *Improving women's access* to wider political and economical participation at national and regional levels as well as protection against different forms of exploitation and abuse

- *Regulating migration* through proper institutional mechanism and meaningful regional dialogue

D. Inputs & Outputs

The Government priorities in regional cooperation are as follows:

- Building the capacity of relevant Ministries and other agencies to cater the needs of the Regional Cooperation Strategy.

- Meeting the targets of the Regional Cooperation benchmarks in the Afghanistan Compact: This will require special focus on Trade & Transit, Energy, Labor and Counter Narcotics sectors.

- Other priority sectors include Transport, Mining, Communication, agriculture and Health.

For an inventory of key regional projects, issues and opportunities in each sector see Annex A. This inventory will remain as a floating part of the strategy which will require regular updating. Also, for priority projects see the ANDS sector strategies.

Program for Regional Cooperation Capacity Building

The Afghan Government will develop its regional cooperation capacity with a comprehensive program to be implemented in the next five years. The Program will involve training relevant Afghan officials, establishing an Inter-ministerial Commission for the mainstreaming and coordination of regional cooperation, clearly defining the roles of Afghan Ministries, private sector and civil society in regional cooperation, introducing necessary administrative restructuring in some key sector Ministries, developing a Proactive Regional Diplomacy Program (PRDP) and vigorously pursuing the RECC process and JCMB actions and decisions.

Training:

Under the program, relevant Afghan ministries, national private sector representative bodies and other relevant agencies will contribute to the formation of a potential regional cooperation focal point group. The group will be trained in

different aspects of regional cooperation. After the training program, the group will form the executive backbone of the commission for the mainstreaming and coordination of regional cooperation.

- Phase One-a (selecting members of 1st group) to be completed by April 2007
- Phase One-b (offshore training of 1st group) to be completed by June 2007
- Phase Two-a (selecting members of 2nd group) to be completed by End of 2007
- Phase Two-b (offshore training of 2nd group) to be completed by May 2008
- Phase Three (Kabul training) to be completed by the end 2008
- Phase Four and final (Kabul, possibly offshore, training) to be completed by June 2009

Commission for the mainstreaming and coordination of regional cooperation:

Parallel to the above training program, the Afghan Government will bring synergy by developing the framework for the creation of an Inter-ministerial Commission led by MoFA with a working level steering committee for the mainstreaming and coordination of regional cooperation. This may eventually lead to the establishment of Afghanistan Centre for Regional Cooperation (ACRC) as recommended by the Delhi RECC in November 2006. The Commission is to create the enabling environment for regional cooperation through: (a) harmonization of the laws and regulations; (b) simplification of procedures; and (c) standardization of technical means. These three tools shall work in support of both public and private sector led regional cooperation. The Commission is to be dedicated to in-depth and

rigorous pursuit of authoritative, constructive, practical and specific initiatives for regional development. It shall be operational by end 2008. This Commission will be responsible for the follow-up of RECCs declarations and recommendations, updating and implementation of the ANDS Regional Cooperation Strategy, JCMB actions and decisions, regional projects rationalization and coordination, launching public awareness campaign on regional cooperation etc...

Defining roles in Regional Cooperation

Roles of Afghan Ministries, private sector, civil society and other relevant stakeholders in regional cooperation will be defined and enforced by the end of 2008. Key sector Ministries of Energy & Water, Transport, Public Works and Commerce will further strengthen their capacities by appointing dedicated Regional Cooperation focal points and possibly Advisors. Ministry of Economy, in close interaction with other line ministries, will strengthen its coordination role in regional projects. The Directorate of Regional Cooperation of Ministry of Foreign Affairs will play its role as facilitator, image builder, promoter, marketer and mobilizer. It will assist the implementation of this Regional Cooperation Strategy and ensure that collaboration with regional countries and with economic cooperation organizations in the region and beyond is developed to the maximum, that regional support is obtained and used as fully as possible, and that, in conjunction with regional organizations, Afghanistan participates fully in all relevant regional programmes and initiatives. In order to assist the launch of the Pro-active Regional Diplomacy Program, Afghan Embassies and Consulates in all major regional countries will be fully mobilized in different fields. Merit-based and performance driven appointments will take place in these missions at all levels. The Government, through Ministries of Foreign Affairs and Commerce, will commit adequate human resources to these missions. Afghan women, through the Ministry of Women Affairs and other key sector Ministries, as well as private

sector, will be capacitated and fully involved in the development of regional cooperation both through the Afghan missions in the region as well as within the relevant bodies within the country

Technical assistance

In support of its capacity building program for regional cooperation, the Government will seek partnership and technical assistance from regional groupings and potential donors e.g.

EU, ASEAN, WB, ADB, UNHCR, IOM etc.

RECC Process

The first RECC was held in Kabul in December 2005. New Delhi was the host of Second RECC in November 2006. Pakistan will host the Third RECC in 2008. Under the process, each year a Regional Economic Cooperation Conference on Afghanistan will take place in one of the capitals of the region. The Government will pursue the Afghan-led RECC process as a vehicle of integrating Afghanistan in regional economic cooperation. It will identify potential future hosts for the next five years e.g.; Kazakhstan, Turkey, Iran, China, UAE and potential targeted sectors.

PROGRAM FOR REGIONAL COOPERATION CAPACITY BUILDING

Projects/Activities	Timeline	Cost in Million \$	Implement Agency	Funding Agency
Training of Sector Officials				
Phase Ia (selection of 1 st group)	April 2007	Nil	MoFA	
Phase Ib (Offshore training of 1 st group)	June 2007	\$?	MoFA/ICRIER	ADB TA
Phase IIa (selection of 2 nd group)	Aug 2007	Nil	ANDS	
Phase IIb (Offshore training of 2 nd group)	May 2008	\$?	ANU/ANDS	AUSAID
Phase III (Kabul Training)	end 2008	\$?		
Phase IV (Kabul, possibly offshore training)	June 2009	\$?		
Commission for RC mainstreaming and coordination				
Framework/proposal Development	Mid 2008	\$?		
Authorities approval	Aug 2008			
Members appointment	Oct 2008			
Appointment of Secretariat Staff	Nov 2008	\$?		
Appointment of Ministry/Sector Focal Points	Dec 2008			
Design and launch of public awareness campaign on regional cooperation	Throughout 2009	\$?		
Define Ministry Roles				
Roles of Afghan Ministries, Private Sector, Civil Society & other stakeholders defined	Mid 2008 (ANDS completion)			
Roles enforced	End 2008			
Strengthening of Ministry capacities	End 2009			
Proactive Regional Diplomacy Program (PRDP)				
Mobilization of Regional Afghan Embassies/Consulates	2008 - 2009	\$?	MoFA & MoCI	
Merit-based and performance driven appointments	2008 - 2009		MoFA & MoCI	
Specific achievements and deliverables			MoFA/ANDS/MoCI	
RC Technical Assistance				
Seek TA from other RC groupings and potential donors	2008 - 2009			
RECC Process				
3 rd RECC-Islamabad	Mid 2008			
Identification of potential future hosts for RECCs				
Total Cost Estimate				

CHAPTER 1

REGIONAL COOPERATION SUB-SECTOR STRATEGIES

For detailed information on each sub-sector strategy and its regional projects, timelines and costing refer to the relevant sector strategy in the ANDS. Also, a brief Inventory of Regional Projects, Issues and Opportunities is available in Annex A of this document.

TRADE & TRANSIT

Pursue trade liberalization. The Government is committed to pursue trade liberalization and expansion, *with a view to joining the World Trade Organization (WTO)* in the long term. The Government is also committed to the strengthening, revision, and implementation of existing agreements and to negotiating new effective bilateral and regional transit agreements. In order to develop and implement effective regional transit arrangements as well as to examine the applicability of Transit Internationalaux Routiers (TIR) system (Afghanistan is signatory to the TIR convention) in the region, the public and private sectors of the transit country and of the landlocked country need to cooperate through appropriate national and regional coordination mechanisms. The Government will *develop effective policies and programs* for trade facilitation, streamline border crossing formalities, **reduce delays in transit time**, upgrade existing trans-shipment facilities at the border **points in order to reorganize** their management as a joint public-private venture. To facilitate effective coordination, the Government will establish the Afghan Trade and Transport

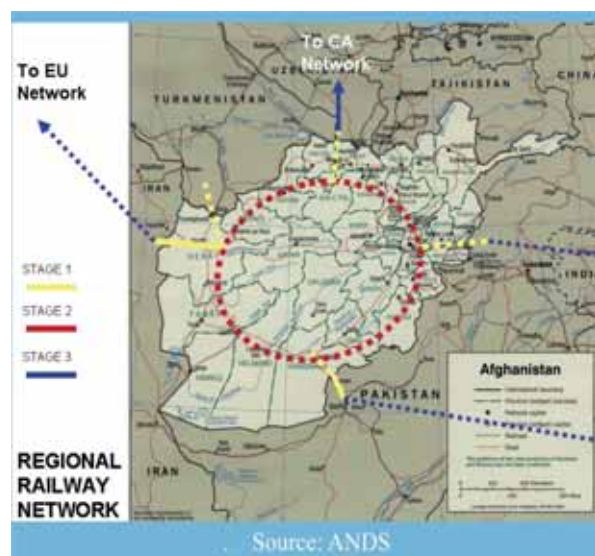
Facilitation Committee that will bring together all stakeholders in the area of transport and transit. The Government of Afghanistan is committed to *modernizing its customs codes, procedures and infrastructure*. Customs cooperation will focus on simplification and harmonization of cross-border procedures, data sharing based on ICT, development of customs transit guarantees, and capacity building of local and national customs administrations.

Improve transport and border infrastructure. The Afghanistan Compact states that by end-2010 Afghanistan and its neighbors will achieve lower transit times through Afghanistan by means of cooperative border management and other multilateral or bilateral trade and transit agreements.

In line with this benchmark and the Roads Programme, the Government is committed to improving the connectivity with its regional neighbors. This includes improvements to the Regional Highway, or ring road, connecting Kabul to major regional capitals and border crossing points, as well as ensuring that fiscally sustainable operation and maintenance mechanism, including transit fee as recovering cost of infrastructural development, are in place. All immediate neighbors of Afghanistan will gain by growth of transport sector and the income generated by higher vehicular movement. The Government will continue to reach transit agreements with all immediate neighbors of Afghanistan.

Based on ongoing economic cost benefit analysis and justification, the Government will continue its policy of railway construction in three phases: (1) linking major border provincial capitals to the neighboring countries, (2) linking major Afghan cities, with a focus on improving transit time and (3) facilitating the connection between European, Central Asian and South Asian railway networks. This policy is directly connected to private sector interest, development in mining and trade and transit volume, as well as people movement.

In cooperation with international donors, The Government will also accelerate **modernization of border facilities**. It will coordinate cross-border development with its neighbors in order to avoid duplication and inconsistencies of functions and facilities on either side of the border. The Government will look towards investing in additional control equipment. It will explore opportunities for regional and cross border cooperation in data sharing so that control equipment can benefit all parties optimally. Further, the Government believes in the adoption of an open sky policy to facilitate and promote growth of regional air transport and to enhance competition, safety, and efficiency in the aviation industry.



POWER PURCHASE

To develop electricity trade, water and energy: The Afghanistan Compact states that by end-2010 Afghanistan will increase the amount of electricity available through bilateral power purchase agreements. In order to meet the target of this benchmark and given the need to urgently improve Afghanistan's power supply, the Government will seek opportunities to formalize commercially viable power purchasing and trading agreements with its neighbours that correspond to international standards. In doing so, the Government will seek the cooperation of energy rich neighbouring countries in stepping up the supply of power to Afghanistan in the coming years. The Government will also endeavor to accelerate the construction of transmission infrastructure. In order to absorb more imported power, the Government will develop new transmission networks in different cities and will strengthen and expand existing networks. Recently, Afghanistan has signed the Energy Charter Treaty and is currently passing the legal procedures.. The Government will strive to become a full member of the Energy Charter Treaty. In the medium-term, the Government will also examine possibilities of regional energy markets. The Government will encourage the private sector to play an important role in the development of the power sector and create a legal and regulatory framework to that extent. The Government will seek maximum possible cooperation, assistance and funding from the regional countries and the wider international donor community towards the integrity of Afghanistan, as a key transit country, and the viability and operational stability of its energy systems.

EXCHANGE OF LABOR

The Afghanistan Compact states that by end-2010 Afghanistan, its neighbors and countries in the region will reach agreements to enable Afghanistan to import skilled labor, and to enable

Afghans to seek work in the region and send remittances home. Between March 2006 and September 2007, Afghanistan has issued close to 18000 work permits to foreign workers. Nearly two thirds of them have been issued to workers from the region¹. Using the policy of reciprocity, the government is seeking employment opportunities for Afghans beyond the neighboring and regional countries. In line with this benchmark, Afghanistan is now ready to conduct a labor migration program and in fact had already issued one recruitment license to a private entity which plans to deploy 200 workers initially with another 2000 to follow. Based on the market conditions, it will start marketing its different components of labor migration program and seek prospective employers in the surrounding regions. The main focus of efforts will be smooth and relatively unencumbered flow of Afghan labor to and in Pakistan and Iran. Considering that Afghanistan is a late-comer in this highly competitive market, and will have to compete with other labor-sending countries who have developed networks and invested much resources over the years, high ranking Afghan leaders, senior Government officials and leading private sector personalities will be serving as marketing agents for Afghan workers. Afghanistan will develop a national employment policy and strategy, which, without preempting the outcome, may address issues such as economic integration of returnees through the Afghan Labor Market as well as labor movements across the borders with Iran and Pakistan and overseas employment.

PRIVATE SECTOR

Encourage the Active Participation of the Private Sector in Regional Cooperation. Limited government and donor resources place significant constraints on the pace of regional economic cooperation. In this context, the role of the private sector, from both regional and external investors, is essential (e.g., as a source of project finance and

direct investment) for expanding and deepening economic activities within the region. In effect, the success of regional economic cooperation may be measured to a large extent by increased private sector activity (including increased utilization of infrastructure and increased trade flows). The Government will actively encourage the private sector to participate in regional cooperation activities and facilitate linkages. This should include mobilizing private sector support for program implementation, promoting and facilitating private sector enterprises to take advantage of priority projects and exploring ways to accommodate the private sector within the framework of existing regional cooperation initiatives. The Government will also seek to improve the information flow to business communities on relevant regional cooperation activities and providing feedback to policymakers on the programs and projects.

COUNTER NARCOTICS

International and regional cooperation is one of the eight priorities of the Afghan National Drug Control Strategy, for eliminating the drug trade. The Afghanistan Compact states that *by 20 March 2011, the Government and neighboring and regional governments will work together to increase coordination and mutual sharing of intelligence, with the goal of an increase in the seizure and destruction of drugs being smuggled across Afghanistan's borders and effective action against drug traffickers.*

Given the trans-national nature of drug production, trafficking and consumption, coordination among countries bordering Afghanistan and consuming countries around the world needs to improve. International and regional partners should strive to foster improved regional cooperation on Afghan drug transit and enhanced Allied-Afghan border security efforts to stem the outflow of narcotics as well as the inflow of money and chemicals and other materials known to be used in the processing and purchase of heroin. They should intensify

¹ Source: Ministry of Labor and Social Affairs

useful ways to engage resources, expertise and assistance to counter the drug-related transit in and out of Afghanistan, without undermining the larger goals of the country. The SCO Summit of Bishkek, 16 August 2007, expressed concern over the threat of narcotics coming from Afghanistan and its negative effect on Central Asia, and called for consistent strengthening of anti-narcotics cooperation in the framework of the organization, combining international efforts on the creation of anti-narcotics belts around Afghanistan.²

Like regional cooperation, counter narcotics has been identified as a cross cutting theme in the ANDS. The Afghan Government will continue to seek regional and international assistance in creating alternative livelihood. Improvement in all other sectors, in particular agriculture and trade, will have a positive impact in counter narcotics.

BORDER MANAGEMENT

Strengthen cross-border cooperation focusing on interdiction and law enforcement. The Government recognizes that border security is optimized where there is maximum cooperation with neighbors. Afghanistan has, to varying degrees, entered into discussions with neighboring countries in order to explore the possibilities for information exchange, joint training of staff, development of compatible systems, and similar measures. This cooperation should be done so as to respect the need for ease of movement of all legitimate economic activities. The drug trade, terrorism, and other illicit activities will not prevent border management from being handled in a positive way to facilitate and encourage legal trade and other economic interactions, including regional movement of labor. The Government will actively lead and participate in the Border Managements Initiative's (BMI's) Committee and Working Group to progress the objective of an integrated border management program. The

² Bishkek Declaration, Council of Heads of SCO Member States, 16 August 2007

Government will establish an inter-ministerial Border Management Commission to bring together the interdependent functions exercised along the border and at border crossing points. It will actively seek to expand the functions later on. It will also seek to start small and specific confidence building measures.

GENDER

Well aware that all activities in the field of regional cooperation, whether related to enhancing economic development in general, private sector development, movement of goods, labour migration, transport, water and energy but also crime prevention and the drugs production and trade, have a differentiated impact on women and men, the government will assess each activity to be undertaken in the field of regional cooperation from the perspective of gender equality, the empowerment of women and the protection against abuse. Protective measures will be put in place against the possible negative impact that improved infrastructure may have on the micro level economic activities - often in the hands of women - as a result of increased production levels, changing accessibility to raw materials, control over markets, influx of cheap products, control over income, etc.

Improved and licit labour migration can bring benefit to the families involved and the country at large, but it can also negatively affect existing household task and responsibility' division Executive Steering, the health situation of the migrant and the family staying at home (drugs, STIs, etc).

Procedures and programmes for adequate training and awareness raising on these issues will be established for all government and private sector agencies involved. Smuggling labour across borders as well as trafficking in women for sexual exploitation - generally the result of existing gender inequalities, power abuse, a

weak law and order situation, unequal access of women and men to education as well as licit and lucrative job opportunities, will be reduced through improved border security, training of law enforcement agencies to understand trafficking issues as well as the gender aspects of their work in general, recruitment of women in the border security forces as well as awareness programmes to prevent abuse, exploitation and trafficking.

All agreements related to regional cooperation will be assessed for the adequacy of their gender responsiveness and adjusted when necessary. The government will involve women at all level of decision making with respect to regional cooperation.

The government will take protective measures to prevent exploitation and others forms of abuse of women migrants and refugees in the process of their re-integration.

CHAPTER 2

MAINSTREAMING OF REGIONAL COOPERATION

POLICY AND MECHANISM OF MAINSTREAMING

Regional Cooperation Activity Policy Matrix

Policy Action	Details	Responsible Institution(s)	Deadline	Cost	Comments
Afghanistan's View of the Region	Take practical steps to publicize the Inner and Outer Regions of Afghanistan and its pivotal role in Eurasian connectivity. The steps to include: (i) Holding an international conference on Defining the Region of Afghanistan (ii) promote those regional infrastructure of Afghanistan which help the connectivity of Eurasia	MoFA, MoT, MoPW, Media, Private Sector	By mid-2009		
Advocating the Centrality of Afghanistan to Economic Growth of the Region	Afghanistan's development shall remain a central factor in assuring the growth, stability and prosperity of the region. Practical steps must be taken, including (i) Pursue the outcome of Delhi RECC (ii)	MoFA-led all Govt Agencies & Private Sector			
Pro-active Regional Diplomacy	Afghanistan to have a multi-pronged Pro-active Regional Diplomacy Program (PRDP). The PRDP to primarily promote (i) regional confidence building (ii) meaningful dialogue and engagement and (iii) capacity building. The PRDP to be (i) designed (ii) launched at a conference on Regional Confidence Building, Dialogue & Engagement.	MoFA, other line ministries, private sector	PRDP design by end 2008, launching conference 2009		
Development-Main Axis	Strengthen the RC Economic & Development Portfolios in the Govt	MOFA, MOF MOC&I ACC&I, private sector			Explore forming joint trade working groups
Working Through Regional Organizations	Prioritize Afghanistan's needs in the RC orgs	MoFA in consultation with line ministries, in particular MoE			Negotiate bi-lateral trade agreements with the regional groupings like SAARC, CAREC
Migration & Refugees	Priority to rehabilitate refugees	MoFA, MoR&R, MOWA			Negotiate with Pakistan and Iran

Policy Action	Details	Responsible Institution(s)	Deadline	Cost	Comments
Reg. Coop. as Cross-cutting theme	Plan of action identifying potential opportunities for RC in priority sectors	MoFA in consultation with other line ministries			
Capacity Building	Set up inter-ministerial commission for RC	MoFA in consultation with line ministries			Encourage mutual exchange programmes in specific areas of capacity development with the regional groupings
Plan of Action					
Reg. Coop. Sub-Sector	Develop sector specific policy initiatives to promote RC. See key ANDS sector strategies				
Trade & Transit	Revival of regional and continental transport and trade as potential engine for growth	MoCI, MoFA, ACC, AICC			Negotiate bi-lateral trade agreements with the regional groupings
Energy and Power resources in the region	Negotiate with neighbouring countries to purchase surplus energy resources and encourage regional energy trade through Afghanistan	MoEW, MoE, MoFA, media			highlight the importance of Afghanistan with Caspian sea region which is future source of energy reserves,
Exchange of Labor	Agreements with neighbouring countries and regional groupings	MoL in consultation with line ministry			
Private Sector	Identify the avenues for private investors in priority sectors and develop enabling policy	ACC & AICC, MoCI, MoFA, MoF, media			
Counter-Narcotics	Develop effective approach to deal with this issue	MoCN, MOI, MoFA, media			
Border Management	Set up joint working groups with neighbouring countries to strengthen the process	MoF, MoI in consultation with other line ministries			
Gender	Develop system of RC for dealing with human rights abuse and discrimination against women	MoWA, MoFA, NGOs, Media			

MONITORING AND EVALUATION

The overarching objective of the monitoring and evaluation should be to sustain the growth process and lower the incidence of poverty in Afghanistan in the most efficient, cost effective and sustainable and gender sensitive way. JCMB has in place a mechanism to realize this goal. This mechanism facilitates discussion, policy-making, and implementation monitoring among line ministries, inter-ministerial groups, and international partners. Eight sectoral groups (security; governance, human rights, and the rule of law; infrastructure and natural resources; education; health and nutrition; agriculture and rural development; social protection; and economic governance and private sector development) and five cross-cutting groups (gender, anti-corruption, environment, regional co-operation, and counter-narcotics) are organized to monitor the implementation process. The quarterly meetings of the associated working groups have proven instrumental in assessing progress, identifying bottlenecks, and proposing corrective measures for action. Issues unresolved by the CGs can be taken up for further consideration and action by the ANDS oversight mechanism and the JCMB.

NEED FOR MONITORING AND EVALUATION FRAMEWORK

Monitoring & Evaluation is essential for producing consistent information that will ascertain implementation of regional cooperation projects across a number of executing agencies in collaboration with regional countries. It will be

helpful in planning and design processes, learning and improvement during implementation, important management decisions at appropriate levels. Importantly this framework assists with evaluation of the project's effectiveness, documents the outcomes, and supports the assessment of sustainability. Thus the main objectives of the monitoring and evaluation framework are to:

i) monitor and evaluate the performance of regional cooperation development results achieved in the area of policy advice, capacity development and knowledge management within the core result areas that the strategy has focuses on as well as the scope and range of strategic partnerships developed; ii) monitor the achievement of intended benchmarks and goals, highlighting key results of outputs and outcomes. Since regional cooperation is part of development cycle, it can be used as an instrument for improvement of the policies on the basis of comparison of the past experience and new development opportunities. M&E process, therefore, should be a continuous and interactive process and have the flexibility to adapt to newly arising conditions and changing needs.

METHODOLOGY

Monitoring and evaluation is essential to determine how well the envisaged programmes are moving ahead to realize the desired goals and benchmarks. The achievement of benchmarks through defined goals, outputs and outcomes

of programmes will be operationalized in terms of concrete indicators to be used in monitoring, starting from baseline data on these indicators. The Afghan Compact benchmark focuses on: lowering transit times through cooperative border management and multilateral and bi-lateral trade and transit agreements; Increase the import of electricity from neighbouring countries through bi-lateral agreements and; Afghanistan

and its neighbours reach agreements to enable Afghanistan to import skilled manpower and enable Afghans to seek work in the region and send remittances home. The Compact also requires all activities to be adequately gender responsive. The matrix for achieving the desired goals of regional cooperation benchmark should cover the following outcomes and indicators.

Matrix for Monitoring Regional Cooperation Benchmarks

Desired Outcomes			
Energy	Trade Facilitation	Transport Goals	Labour Migration
Increase in intra-regional Energy Trade	Increase in Trade flows ii) Lower transaction times	Improved connectivity	Agreements to import skilled manpower Agreements to enable Afghans to seek jobs in neighbouring countries
Outcome Indicators			
Increase in import of electricity with 2007 levels	i) Growth in Afghanistan trade with regional countries	Increase in no. of cities/towns on the regional roadway/railway networks	Agreements to enable skilled manpower from the regional countries to work in Afghanistan
	ii) Growth in customs revenue	Reduction in average time taken between two selected points	Agreements to enable Afghans to seek suitable employment opportunities in the region
	iii) Reduction in average time taken at border crossings		

INSTITUTIONAL ARRANGEMENT

Regional cooperation is a cross cutting issue of ANDS and is not dealt by a separate nodal ministry. For effective monitoring of regional cooperation initiatives, Ministry of Foreign Affairs will have to play leading role in the implementation of regional cooperation strategy and will be the lead ministry for monitoring and evaluation of the benchmark goals.

It will ensure collaboration with regional countries and organizations and ensure that Afghanistan participates fully in all the relevant regional programmes and initiatives. Key sector ministries will play active role in the monitoring and evaluation process.

For effective monitoring of the regional cooperation programmes, data from various participating ministries have to be collected in

the revised formats recently devised by JCMB secretariat. The MOFA should play the lead role in compilation and dissemination of the collected information to facilitate the implementation of projects against performance indicators.

REGIONAL COOPERATION PROJECTS

Regional cooperation projects cover issues of cross border significance that need jointly to be addressed the concerned countries in the region. Such projects require extensive prior consultations and negotiations with governments of member states and need strengthening of regional institutional set up. Programmes/projects could cover energy, telecommunication, civil aviation, water resources projects, projects for enhancing border connectivity and increase trade and investment etc.

ANNEX A: KEY PROJECTS, ISSUES & OPPORTUNITIES

Sector	Project Name	Project Description	Countries Involved	Main Agencies Involved	Current Status	Bottlenecks	Actions Required
Energy	CASA1300	CASA-1300 is a proposed transmission system that is expected to transmit 1,300 MW of surplus electricity from Tajikistan and the Kyrgyz Republic to Pakistan, with power transit through and (eventually) energy deliveries within Afghanistan. The project will generate jobs and transit revenue for Afghanistan.	Pakistan, Afghanistan, Tajikistan, Kyrgyzstan	Afg. Govt. MoEW (lead agency), MoEcon (coordinator), MoFA (negotiation facilitator) Donors: ADB, WB, IDB Private Sector: ???	A priority Project, at the pre-feasibility study stage. The ADB and WB are financing the techno-economic and the financial/legal/institution/risk mitigation studies. The Phase I reports are due September 23, 2007. A multi-country working group has been formed to review the studies. A ministerial level conference in Kabul was held on 14-16 November 2007 with the four countries and a MOU was signed between the four countries to implement the project.	Deterioration of security in Afghanistan is a cause of concern. The amount of dependable surplus electricity available for export is still under investigation as part of the pre-feasibility study.	the participating countries have to ensure the financial closure of the project component in their respective areas and start implementation.
	NEPS North East Power System	An Afghan Government initiative with multi-donor funding designed to benefit a significant percentage of the population with reliable, least-cost electricity. NEPS consists of generation, transmission and distribution which will combine imported power with domestically generated 142 MW thermal and diesel generations, and seasonally available hydro generation with an installed capacity of 257 MW.	Afghanistan, Tajikistan, Uzbekistan, Turkmenistan	Afg. Gov. MoEW (lead agency), MoEcon (coordinator), MoFA (negotiation facilitator) Donors: USAID, ADB, WB, KfW, IDB, Govt of Germany, Govt of India	This is an ongoing high priority project. The 220 KV transmission lines that will transmit imported power from Uzbekistan, Turkmenistan and Tajikistan to major urban centers in North East, in particular Kabul are being completed. Tajikistan has just expressed its readiness to sign the PPA in the near future. Some progress is made with Uzbekistan on reaching PPA. However, concrete discussion on reaching agreements with Uzbekistan and Turkmenistan is under way.	Negotiation over PPAs is too slow. There is an urgent need for the power-selling neighbors to step up the discussion. Afghanistan's urgent need for more sub-transmission and distribution networks in the urban areas.	Tajikistan, Uzbekistan and Turkmenistan to show special attention towards reaching commercially viable and speedy PPAs with Afghanistan and building the necessary transmission lines within their own territories.

Sector	Project Name	Project Description	Countries Involved	Main Agencies Involved	Current Status	Bottlenecks	Actions Required
					Uzbekistan has recently committed to build the needed transmission with Uzbekistan for 150 MW by December 2008 and 300 MW by 2011. Turkmenistan has indicated it will proceed with a 500 kv line to supply Afghanistan. A technical working group from MoEW is to follow up in September. Three Protocol agreements were signed by the GoA with Tajikistan in July 2007 to begin to stimulate more effective cooperation, with two addressing in energy trade and the third addressing joint hydropower development.		A joint technical working group to be formed between the four countries and discuss NEPS needs regularly. ALSO, the WG to coordinate future Central Asian power supply & needs. Donors to pay attention to the financial short falls of transmission lines and their accessories, and distribution networks in urban areas of Afghanistan.

Sector	Project Name	Project Description	Countries Involved	Main Agencies Involved	Current Status	Bottlenecks	Actions Required
Energy	TAPI Turkmenistan, Afghanistan, Pakistan & India	TAPI is a proposed natural gas pipeline which will transport Caspian Sea natural gas from Turkmenistan through Afghanistan into Pakistan and then to India. The 1600km pipeline will have a capacity of 33 billion cubic meters of natural gas annually. The total cost of this project is estimated at around US\$4 billion. The project has been a subject of discussion since early 1990s.	Turkmenistan Afghanistan, Pakistan, India	Afg Gov. MoM (lead agency), MoFA (negotiation facilitator), MoL (jobs), MoCI (transit) Donors: ADB, ??	The project is at proposal level. After several postponements, he 10 th joint meeting between the four countries (Turkmenistan, Afghanistan, Pakistan and India) is likely to take place in Islamabad in November 2007. A framework between the parties is yet to be finalized. The framework is to deal with contractual obligations of the parties in construction of the pipeline; security, gas tariff and uninterrupted gas flows over the 30-years life of the project. Afghanistan is pushing its bit to be able to take advantage of the availability of gas for its own energy needs.	The process of discussion is too slow and sometimes dominated by regional and international politics.	Direct communication and dialogue to be established between Kabul and Ashqabad.
						Deterioration of security in Afghanistan is a cause of concern. However an ADB report has already surveyed this and has come up with a \$20M a year budget to take care of this.	ADB to speed up the process and avoid remaining indifferent.
						Other bottlenecks include non-confirmation of gas volume by Turkmenistan regarding Daulatabad gas field, and uncertainties or lack of clarity with regard to price of the gas to be demanded by Turkmenistan.	Turkmenistan to produce documents proving the availability of its gas reserve at Daulatabad to take care of Pakistan and India needs.
						Third party guarantees for the required gas allocation by Turkmen government and political stability in Turkmenistan are other causes of concern.	Pakistan, India and Afghanistan to clearly determine their needs for gas, the price they are prepared to pay and the time they need it for.
							Consultation with Russian Federation and Turkey.

Sector	Project Name	Project Description	Countries Involved	Main Agencies Involved	Current Status	Bottlenecks	Actions Required
Trade & Transit	ROZs (Reconstruction Opportunity Zones)	The Reconstruction Opportunity Zones (ROZs) have been a subject of discussion between the three countries since early 2006. Under the scheme, a number of ROZs will be established in Afghanistan and Pakistan (they are likely to be anywhere in Afghanistan, but along the NW border in Pakistan). Tax free production will take place in these zones. The products (yet to be determined) will have tax free access to the US markets. The main purpose behind this scheme is to reduce political and security tension between Afg and Pak through economic cooperation and integration. This project also has the potential to play a key role in counter narcotics and poverty reduction.	USA, Afghanistan, Pakistan	<p>Afg. Gov. MoCI (lead agency), AISA (investment), MoFA (negotiation facilitator), EPAA (export)</p> <p>Donors: USAID</p>	<p>The project is at proposal level. Legislation authorizing the ROZ concept is expected to be introduced into the American Congress in autumn 2007. Many in Congress have informally indicated their support for the concept, and the bill will likely pass the American Congress relatively smoothly, though, at this moment, there is no timetable. In March 2007 MoCI submitted a preliminary report on the implementation of ROZs to the US Government. An Afghan team has already traveled to Jordon to see the Aqaba area as a Qualified Industrial Zone. The ROZ received approval from the Afghan Economic Committee of Ministerial Council on 4 September 2007. At this stage the first two areas identified for the ROZs are Jilalabad and Kamari of Kabul.</p>	<p>No major bottlenecks exist.</p> <p>Afghan tariff legislation has restrictions which may need to be revised.</p> <p>Afghanistan may have difficulty in transport and transit of end products.</p>	<p>Until the American Congress completes its work, the Afghan Government could start preparations for implementing the ROZs by amending legislation to facilitate ROZ trade along the border with Pakistan, and also working to improve further the professionalism of all Afghan Government employees at the border crossing posts with Pakistan to ensure that goods produced in the ROZs can be exported to the United States with the greatest speed and the lowest transportation cost.</p>

Sector	Project Name	Project Description	Countries Involved	Main Agencies Involved	Current Status	Bottlenecks	Actions Required
Trade & Transit	Beyond the Afghanistan National Ring Road and its links to the neighboring countries	Afghanistan needs to think about the future promotion of its national ring road as a trade and transit roundabout of the surrounding regions. The neighboring countries need to plan for future use of the ring road.	Afghanistan, Pakistan, Iran, Uzbekistan, Tajikistan, Turkmenistan, China, Reg. Orgs. ECO, SAARC, CAREC, SCO	Afg. Gov. MoT (lead agency), MoPW (implementing agency), MoC&I (trade & transit), MoF (custom) Donors: USAID, Govt of India, ADB	This project is still in the form of a concept. Under the Afghanistan Compact, the national ring road of Afghanistan and its connection to the neighboring countries will be complete by the end of 2008 (now it's likely to be end- 2009). The completion of the ring road will have a dramatic positive impact on the trade and transit of the surrounding regions of Afghanistan.	MoC&I is working on the definition of secure international road corridors with efficient cross border ports to be funded under a dedicated international investment fund. Not known what preparations are underway in the surrounding regions? Are the Afghan border posts ready for the efficient connection of the ring road to the neighboring countries? Is the Afghan national ring road wide enough to take the expected volume of regional transit? How would Afghanistan market the availability and functioning of the ring road? How about its safety?	Holding a regional car race (involving ECO, SAARC & CAREC) will be a good way of advertising the availability of this ring road as trade and transit roundabout of the surrounding regions. The project will also serve the Centrality of Afghanistan. Afghanistan and regional countries to prepare for full usage of the ring road for regional trade and transit.

Sector	Project Name	Project Description	Countries Involved	Main Agencies Involved	Current Status	Bottlenecks	Actions Required
Trade & Transit	Border Management Initiative (BMI)	BMI focuses on the establishment of effective and efficient Border Crossing Points/ Facilities at each Border Control Zone of Afghanistan.	Afghanistan, Pakistan, Iran, Turkmenistan, Uzbekistan, Tajikistan	MoF (lead agency), MoI (security), MoC&I (trade and transit), MoAG, MoD, MoPH, MoI, MoRR Donor: USA, EC, ADB, WB	<p>Ongoing priority Project</p> <p>MoC&I is in the process of establishing Border Transit Facilitation (BTF) bureaus at eleven border ports to monitor the cross border movements of commercial vehicles and cargoes and to document the difficulties faced at the borders by the traders and transporters. MoC&I has also started cross border time surveys at Thorkham, Islam Quala, Sheer Khan Bandar, Hairathan in order to establish a border crossing time baseline database used as a benchmark against future border crossing time.</p> <p>Since 2004, EC has constructed and fully equipped Torkham Customs Border Post (Import and Export Facilities) bordering Pakistan. EC is currently constructing and providing equipment for Sher Khan Bandar Customs Border Post bordering Tajikistan, including a Contribution of 3.8 MEURO to UNDP Tajikistan to construct and equip the three Border Crossing Points in Badakhshan Province in Northern-east Afghanistan. Further EC support still to be approved in 2007 includes construction of Heiratan and Aqena Customs Border Posts bordering Uzbekistan and Turkmenistan respectively.</p> <p>EC is also providing financial support to UNODC to equip and train personnel in the 25 border control posts along the border between Afghanistan and Iran.</p> <p>The total amount of investment made so far to support border management programmes reaches 43 MEURO including the 19.7 MEURO 2007 Border Management package which is still to be approved</p>		

Sector	Project Name	Project Description	Countries Involved	Main Agencies Involved	Current Status	Bottlenecks	Actions Required
Trade & Transit	ATTA Afghanistan Trade and Transit Agreement	Afghanistan Trade & Transit Agreement was first signed between Afghanistan and Pakistan in 1964. It needs updating.	Afghanistan Pakistan	Afg. Govt. MoC&I (lead agency), MoFA (negotiation facilitator), MoF (custom)	<p>Proposed priority project</p> <p>Afghanistan and Pakistan have expressed readiness to review the Afghanistan Trade and Transit Agreement (ATTA), signed in 1965. MoC&I is working with other relevant ministries on an updated version of the agreement.</p> <p>The new Afghan Pakistan Transit Agreement (APTA, 2007) d will be presented to the next Joint Economic Commission (JEC) between Afghanistan and Pakistan. Following the last Pak-Afghan JEC meeting trucks are authorized to carry transit goods from Afghanistan up to Waga (Pak/Indian border) without transshipment at Peshawar</p> <p>Transit agreement under preparation with Tajikistan following the opening of the US funded bridge across the Pyanzh River connecting Dushanbe with Kunduz.</p>	<p>The signing of the new APTA needs strong political well and urgent push by the the Governments and business communities of both countries.</p>	MoC&I with the support of the World Bank will organize in November a Transit Issues seminar for private and public sector stakeholders in Afghanistan and in Pakistan. It needs the full support of all stakeholders.
Investment	Investment Fund for Regional Infrastructure of Afghanistan	The initiative will help fund those infrastructure elements of Afghanistan which serve the regional cooperation needs. e.g. trade and transit connectivity etc...	Afghanistan and all the surrounding regions	<p>Afg. Govt. AISA (lead agency), MoFA (negotiation facilitator) Donors Regional Countries</p>	At concept level		

Sector	Project Name	Project Description	Countries Involved	Main Agencies Involved	Current Status	Bottlenecks	Actions Required
Transport	<u>Termez-Kabul-Torkham Railway</u>	This project in effect connects the railway networks of Central Asia and South Asia. The immediate beneficiaries are Afghanistan, Uzbekistan and Pakistan. Its wider implication, however, should be of interest to all Central Asian and South Asian countries.	Almost all Central Asian and South Asian countries	Afg. Gov. MoT (leading agency), MoPW (implementing agency), MoM (mines), MoFA (negotiation facilitator) MoC&I (trade & transit), SEAP (overall negotiation), Donors: ??	This is a proposed project. An inter-agency delegation from Kazakhstan, led by Kazakh Deputy Foreign Minister, visited Afghanistan last April and signed an Intentions Protocol on the Termez-Kabul-Torkham new railway, with the Afghan Government. Under the protocol, the parties will consider the conduct of the legal, financial and institutional structuring of the project.	This project is connected to the development of mining, trade & transit volume and people movement. The practicality of the project depends very much on the tendering of Afghan reserves of natural resources. Also, it requires an independent economic cost benefit analysis.	
	Regional Aviation Project	Delhi RECC (Nov 06) decided that regional countries will work towards aviation liberalization for greater regional connectivity. Studies for regional multi-modal transport system encourage us to link all our capitals through direct flights.	All Regional Countries	Afg. Gov. MoT (leading agency), MoFA (negotiation facilitator)	Concept ???		
Transport	Herat-Sangan Railway	A bilateral project between the government of Afghanistan and Islamic Republic of Iran, 60% funded by Iran.	Afghanistan and Iran	Afg. Govt. MoPW (lead agency), MoT, MoFA (negotiation facilitator), MoM (mines) Donor: Iran	Ongoing priority project Land acquisition and demining continues.	40 % funding source still unknown	

Sector	Project Name	Project Description	Countries Involved	Main Agencies Involved	Current Status	Bottlenecks	Actions Required
Transport	<u>The AKDN sub-regional project</u>	This project calls for studies on a network of regional roads in North-east Afghanistan for poverty reduction and economic development in the Central Asia Sub-Region. The centre-piece of the proposed road network is the link connecting Afghanistan to China through Tajikistan.	Afghanistan (lead), Tajikistan, Pakistan, China	Afg. Gov. MoT (lead agency), MoPW (implementing agency), MoFA (negotiation facilitator) Donor: AKDN	Proposed ??		
Transport	<u>India-Afghanistan Transit through Pakistan territory</u>	Restrictions on movement of goods between India and Afghanistan via Pakistani territory has had its impact on trade and transit links of the three countries.	Pakistan Afghanistan, India	Afg. Gov. MoCI (lead agency), MoFA (negotiation facilitator)	Proposed priority. As a result of fruitful engagement between the three countries, it was decided during the last Joint Economic Commission (JEC) between Afghanistan and Pakistan, that trucks are authorized to carry transit goods from Afghanistan to Wahga on the Pakistan-India border, without transshipment at Peshawar. As for goods from India, having road access to Afghanistan, this issue is currently discussed between Pakistan and India in the realm of the Composite Dialogue which is underway between the two countries	An outstanding matter tied up to the political tension between Pakistan and India. If fully resolved, this has the potential to assist SAARC & CAREC trade and transit connectivity.	

Sector	Project Name	Project Description	Countries Involved	Main Agencies Involved	Current Status	Bottlenecks	Actions Required
Communication	Fiber Optic Cable Ring (Phase I) National Fiber Optic Network (519 Km. Kabul Kandahar)	This project will install a national, high-quality backbone network across the country, which will support all the other communication projects. It will allow a high volume of national and international traffic and will connect major provinces and to neighboring countries. It will bridge the region's missing links to become the region's digital silk road of the 21st century. It will improve the quality and traffic capability of national communications network and international connections to neighboring countries.	Afghanistan (lead), Iran, Pakistan, China, Uzbekistan, Tajikistan, Turkmenistan	Afg. Gov. MoC (lead agency), MoFA (negotiation facilitator)	Ongoing. ???		
	Afghanistan-Pakistan peace Jirga	The Pak-Afghan Peace Jirga, with the aim of improving regional peace and stability, was held in Kabul between 9-12 August 2007. The Jirga brought together some 700 representatives from both countries.	Afghanistan and Pakistan	Jirga Commissions in both countries (lead agencies)	High priority initiative The Joint Peace Jirga resolved to constitute a smaller Jirga consisting of 25 prominent members from each side that is mandated to strive to achieve a number of objectives.	Follow up capacity of Afghanistan. needs strengthening.	
Confidence Building							

Sector	Project Name	Project Description	Countries Involved	Main Agencies Involved	Current Status	Bottlenecks	Actions Required
Mining	Heart-Sangan Iron reserves	Large amount of iron reserves lay on the border between Afghanistan and Iran, most of which is likely to be on Afghan territory. The construction of Herat-Sangan railway will make the extraction of this reserve viable.	Afghanistan & I.R. of Iran and possibly others	Afg. Govt. MoM (lead agency), MoCI (trade), MoFA (negotiation facilitator)	At concept level The reserve has not been surveyed yet. It has strategic importance as many countries connected to railway network could benefit from it.	Shortage of funds for survey and exploration and tendering in the open market.	Iran could assist in survey and exploration.
Mining	Development of Mineral Industry in Afghanistan	Afghanistan is one of the richest countries in its natural reserves of minerals. Copper, iron, oil, gas, precious stones, coal etc reserves are scattered throughout the country. The regional countries could be the immediate beneficiaries of these reserves.	All regional countries	Afg. Govt. MoM (lead agency), MoCI (trade), MoFA (negotiation facilitator)	At Concept Level. No major step has been taken so far. The 2 nd RECC (Nov 07) in Delhi recommended mining to be one of the main theme of the 3 rd RECC.		Regional countries could take part in survey and exploration.

Sector	Project Name	Project Description	Countries Involved	Main Agencies Involved	Current Status	Bottlenecks	Actions Required
Skilled Labor	Skilled Labor Exchange	Under Afghanistan Compact by end-2010 Afghanistan, its neighbors and countries in the region are supposed to reach agreements to enable Afghanistan to import skilled labor, and to enable Afghans to seek work in the region and send remittances home	All regional countries	Afg. Govt. MoL (lead agency), MoFA (negotiation facilitator)	Priority initiative In late 2006, Afghanistan opened formal dialogue with Iran on the possibility of recruiting educating Afghans, residing in Iran, to the public and private sectors of Afghanistan. While initial discussion was making progress, in mid 2007 the Iranian side lost interest in the initiative and since then the discussion has remained frozen. Iran insists other donors should contribute to the salary of the returnees. No other significant dialogue has taken place with the regional countries. Although early contacts indicate that some countries are happy to initiate the talks.		
		Trade Facilitation Zones (TFZ) in key areas of Afghanistan will connect district and provisional level production to regional and international markets by providing the basic infrastructure for processing, packaging and storage. Opportunity.	All regional countries	Afg. Govt: MoCI (lead agency), EPAA (implementing agency)	A Project at Concept level. These TFZ's will provide opportunity for regional companies to invest in processing and manufacturing in Afghanistan geared for export. Regional players can benefit from Afghanistan's preferential trade agreements such as EBA with European Union, GSP treatment with USA, APTA with India etc. TFZ's will also encourage Joint Ventures between Afghan Private Sector and regional investors and traders.		
Counter Narcotics							

ANNEX B

KABUL DECLARATION ON GOOD NEIGHBORLY RELATIONS 22 DECEMBER 2002

The Transitional Administration of Afghanistan and the Governments of the People's Republic of China, Islamic Republic of Iran, Islamic Republic of Pakistan, Republic of Tajikistan, Republic of Turkmenistan and Republic of Uzbekistan, the States neighbouring Afghanistan; Determined that the people of Afghanistan should enjoy security, stability, prosperity, territorial integrity, democracy and human rights after so many years of conflict, suffering and deprivation; United in their desire for peace and stability in the region; Sharing a determination to defeat, terrorism, extremism, and narco-trafficking; Celebrating the first anniversary of the formation of the new Afghan Administration as a result of the Bonn Talks and the progress made in implementing the Bonn Agreement, and recognizing that significant challenges lie ahead in creating prosperity and stability; Solemnly reaffirm their commitment to constructive and supportive bilateral relationships based on the principles of territorial integrity, mutual respect, friendly relations, cooperation and non-interference in each other's internal affairs.

Welcome the combined efforts of the wider international community to provide the support required for rebuilding Afghanistan as it continues to take its rightful place in the community of nations, and express their commitment to participate in this process.

And, furthermore, decide to bring this declaration to the attention of the United Nations Security Council and gain the support of other states for it.

KABUL DECLARATION ON REGIONAL ECONOMIC COOPERATION, 5 DEC 2005

The respected delegations of eleven regional countries meeting together in Kabul, Islamic Republic of Afghanistan, on 4-5 December 2005, for the purpose of promoting regional economic cooperation among themselves: *expressing* their satisfaction that Afghanistan has made substantial progress in its reconstruction and has embarked on a path of improved security and economic development *noting* that a strategy of development for Afghanistan which is based on cooperation with regional countries creates significant possibilities for reducing poverty and for achieving the Millennium Development Goals in the whole region *welcoming* the work on the Afghanistan National Development Strategy (ANDS) and the essential and integral role attached to regional economic cooperation in this work *recognising* that the Kabul Conference on Regional Economic Cooperation builds on important steps in recent years, including *inter alia* the Good Neighbourly Relations Declaration of 2002, the Berlin Agreements of 2003, the Dubai Declaration of 2003, and the Bishkek Conference of 2004 *recognising further* that the various regional organizations and programmes, in particular the Economic Cooperation Organisation, the Shanghai Cooperation Organisation, the South Asian Association for Regional Cooperation, the Central Asia Regional Economic Cooperation Programme, and the Central and South Asia Transport and Trade Forum are making a valuable contribution to improving the extent and scope of regional economic cooperation *determined*

to work together to fight against the problems posed by narcotics, human trafficking, and other criminal activities which seriously undermine the security of the region and its prospects for economic development *resolved* to improve the situation regarding people to people interactions, including the movement of populations for a whole range of reasons, in the context of agreements between the relevant parties so that peoples of the region can live peacefully and work towards economic betterment *recognizing* that the resources of the region, and in particular the water resources, can be used for the benefit of all *considering* that current conditions represent a unique opportunity to improve the welfare of the peoples of the region through enhanced trade, investment and joint promotion of infrastructure activities, especially in all forms of transport and energy development *recognising* that a good base for expanding cooperation exists in the multiple agreements, of international, regional and bilateral nature, to which the countries of the region have subscribed *recognising* further that the numerous ongoing programmes in the fields of physical infrastructure, border management, regulatory systems and related activities, generously supported by the bilateral donors and through the technical expertise of the international financial agencies and the regional organisations, have already created a favourable and conducive environment for pursuing regional economic cooperation *noting* nevertheless that these agreements and programmes do not yet achieve their potential due to problems in implementation, inadequate awareness within the region concerning their existence and operation, weaknesses in institutional capacities, and the need to increase numbers of adequately trained and experienced staff *welcoming* the continued efforts of regional and international organizations to assist the countries of the region in overcoming these difficulties *urging* these organisations to sustain and strengthen their endeavours *welcoming* further the processes of meetings and development of cooperation frameworks taking place in many areas of concern to the region, and

through many channels *reaffirming* that regional economic cooperation is of central importance to the growth prospects of the region, and that such cooperation offers many possibilities for the creation of "win-win" situations *resolving* that credibility and confidence in regional economic cooperation is best created through practical and peaceful cooperation directed at specific projects of immediate mutual benefit to countries of the region

NOTED

(1) **Electricity trade and power development:** the possibilities to trade power under international standard power purchase agreements and accelerating construction of transmission infrastructure have the potential for mutual benefit to several countries, and therefore merit detailed and urgent consideration through an appropriate framework.

In this context, it is important to encourage and facilitate transportation of energy resources to all countries of the region. Priority will be given to provision of power and other services to communities located along transmission lines. All efforts shall be made to support and accelerate the implementation of various international transmission links, and joint steps shall be taken with consensus to promote and efficiently utilize the hydropower potential of the region. The World Bank will undertake a thorough examination of the likely evolution of regional energy markets so that the options for regional cooperation can be properly identified and fully utilized. Afghanistan will consider joining the Energy Charter Organization.

(2) **Sharing the benefits of water:** there are many opportunities for improved cooperation and management of regional water resources, and that cooperation can provide benefits in multiple areas, including electricity and energy generation, agriculture, and drinking water.

(3) **Counter-Narcotics:** efforts must be made through national and regional mechanisms to develop alternative livelihoods, progressively to eliminate drugs cultivation and production, and to stop narcotics trafficking.

(4) **Transport:** countries should work together, and with international and regional organizations, to implement and, where necessary, revise and update existing international, regional and bilateral conventions and agreements; should adhere to international best practices; should examine in depth the ways to obtain maximum advantage from the creation, development and maintenance of inter-continental transit routes, with a view to selecting the few most promising routes and prioritizing investments accordingly; and pay careful attention to appropriate and progressive opening of regional markets for transport, focusing particularly on the development of the East-West and North-South Corridors.

(5) **Energy transport:** countries will encourage and facilitate transportation of energy resources within the region.

(6) **Trade facilitation:** countries will seek to bring together their systems and procedures so that the barriers to cross border movements of goods and services are progressively reduced, transaction costs are minimized, and bilateral border management is improved so as to strengthen security and encourage legitimate trade; and to interdict drugs and other illegal trade.

(7) **Business climate:** information sharing should be increased, an enterprise culture encouraged, border zones markets should be created, regional and bilateral trade, investment and transit agreements should be made operational, quality and standards systems should be harmonized, visa regimes should be simplified, and the informal sector should be transformed through incentives generated by liberalization and reform aimed at greater transparency

URGED

That stronger partnership should characterize the relationships between and among the regional organizations and programmes. They called on regional organizations to avoid overlap and duplication of effort through further co-ordination and rationalization.

DECIDED

(1) The short-term focus of regional economic co-operation should be on practical win-win projects, which benefit two or more countries and can subsequently fit into wider regional economic co-operation, notably in the fields of energy, transport and trade;

(2) On the need for high-level political commitment for such projects;

(3) On the need for better information sharing among the countries and regional organizations in order to avoid duplication of efforts;

(4) Bilateral working groups will be established for the Kabul and Hari Rood/Helmand water systems and a multilateral working group for the Panj-Amu Darya systems.

(5) That the regional countries will meet again at Ministerial level in nine months time to review progress in regional economic co-operation;

(6) The Afghan Government should take the lead in following up the decisions and considerations of this Conference;

(7) At the next meeting, there would be a particular focus on agriculture and agro industry development;

(8) In preparation for the next meeting: · National focal points should be created and strengthened

to help participating countries identify, evaluate and implement regional initiatives. The Afghan Government will distribute the relevant papers from this Conference to the national focal points; · These focal points should consider and, as appropriate, take forward the outputs of the Technical Working Groups of this Conference.

(9) To encourage regional countries to use the opportunity of the forthcoming Doha II Conference to prepare concrete proposals for improved border management with a view to reconcile security concerns and the facilitation of transport and trade.

(10) To pursue with regional organizations the scope to improve mechanisms to address the problem of drugs cultivation, production and trafficking as well as to look for further opportunities for bilateral co-operation including under the Good Neighbourly Relations Declaration initiative.

Kabul **5 December 2005**

NEW DELHI DECLARATION 19 NOVEMBER 2006

The delegations participating in the Second Regional Economic Cooperation Conference on Afghanistan, having met in New Delhi on 18-19 November, 2006:

Express satisfaction at the substantial progress made by Afghanistan in reconstruction and economic development

Note that a strategy of development for Afghanistan which is based on cooperation with regional countries creates significant possibilities for reducing poverty and for achieving the Afghanistan Compact benchmarks and Millennium Development Goals in the whole region

Welcome the progress in the implementation of the Afghanistan National Development Strategy (ANDS) and Joint Coordination and Monitoring Board (JCMB) and the integral role attached to regional economic cooperation in this work

Recognise that the New Delhi Conference is a follow-up to, and builds on the success of the first Conference on Regional Economic Cooperation held in Kabul, December 4-5, 2005.

Further recognise that the New Delhi Conference also draws upon the important work of other regional gatherings in recent years, including inter alia Bonn Agreement (2001), the Kabul Good Neighbourly Relations Declaration (2002), Tokyo Conference (2002), Dubai Declaration (2003), Bishkek Conference (2004), London Conference (2006), ECO Summit (2006), Shanghai Co-operation Organisation Summit (2006), CAREC Ministerial Meeting (2006) and SAARC Ministerial Meeting (2006).

Acknowledge that the various regional organizations and programmes, in particular the Economic Cooperation Organisation, the South Asian Association for Regional Cooperation, the Central Asia Regional Economic Cooperation Programme, the Central and South Asia Transport and Trade Forum and Shanghai Cooperation Organisation are making a valuable contribution to improving the extent and scope of regional economic cooperation

Recognise that the strategically important location and centrality of Afghanistan to the surrounding regions plays an eminently vital role in providing a focal point for facilitating greater economic cooperation and integration.

Consider that peace and economic stability in the region is dependent in large measure on the progress in stabilizing the security situation in southern and eastern Afghanistan .

Recognise that narcotics production, trafficking and consumption impede the economic development of the region .

Consider that current conditions, despite the above mentioned security and other constraints, still represent a good opportunity to improve the welfare of the peoples through co-ordinated policies on the trans-regional movement of manpower, enhanced trade and investment, as well as joint promotion of infrastructure activities, especially in all forms of transport and energy development .

Note that the current business climate is conducive to enhanced regional investment and business linkages, and needs to be given the requisite encouragement for the realization of the best potential .

Consider that the resources of the region, and in particular water, agricultural and energy resources, can be used for the benefit of all

Recognise that a good base for expanding cooperation exists in the multiple agreements, of international, regional and bilateral nature, to which the countries of the region have subscribed

Recognise further that the numerous ongoing programmes in the fields of physical infrastructure, border management, regulatory systems and related activities, generously supported by the bilateral donors and through the technical expertise of the international and regional organisations, have already created a favourable and conducive environment for pursuing regional economic cooperation .

Reaffirm that regional economic cooperation is of central importance to the growth prospects of the region, and that such cooperation offers many possibilities for the creation of “win-win” situations for all .

Determine that capacity building, in particular in the case of Afghanistan, should be a key cross-cutting pillar, to be mainstreamed into all regional co-operation strategies, including South-South cooperation, for them to acquire a qualitative and sustainable edge .

Resolve that credibility and confidence in regional economic cooperation is best created through practical and meaningful cooperation directed at specific projects of immediate mutual benefit to countries of the region.

Further resolve that the regional governments should continue to work towards effective mechanisms for creating the favourable enabling environment in all fields for the multi-faceted, interactive regional economic co-operation and growth envisaged above.

HAVE NOTED THAT:

(1) Electricity trade and energy development:
The possibilities to trade electricity under international standard power purchase agreements and accelerating construction of transmission infrastructure have the potential for mutual benefit to several countries, and therefore continue to merit detailed and urgent consideration through an appropriate framework. In this context, it is important to encourage and facilitate transportation of energy resources to all countries of the region. All efforts shall be made to support and accelerate the implementation of various regional and international transmission links. Priority will be given to provision of power and related services to communities located along the transmission lines. Joint steps will be taken to promote and efficiently utilize the hydropower potential of the region. The international financial institutions will continue to examine the likely evolution of regional energy markets so that options for regional cooperation can be properly identified and fully utilized. Afghanistan's

potential gas, oil and coal natural reserves, which according to some estimates may be much larger than previously estimated will be considered for development with private sector participation, as a contributing measure to spurring investment, trade and stability in the region. Afghanistan will also maximise the opportunities resultant from its joining the Energy Charter Treaty.

(2) **Renewable energy:** Access to clean, secure and affordable energy is likely to be a crucial input in all regional economic development, in cognizance of which opportunities for co-operation in the renewable sources need to be maximised, particularly in sources in which the region is richly endowed, i.e. hydel, solar, wind and biomass. Countries will work towards collaborative regional management of common resources, especially in border areas, evaluation and mapping of resources, sharing of data and know-how and particularly mature and mainstream technologies that are sound, well adapted to regional, environmental and cultural patterns and backed by spares and services that are readily available in the region.

(3) **TAPI:** The proposed Turkmenistan-Afghanistan-Pakistan-India gas pipeline has the potential for new opportunities for regional energy cooperation, resulting in enhanced development, improvement in physical security and overall economic benefits.

(4) **Trade facilitation:** Countries will seek to bring together their regulatory systems and procedures so that the barriers to cross border movements of goods and services are progressively reduced, transaction costs and times minimized, and bilateral border management and infrastructure including visas, trucking and customs regulations improved – which will strengthen security, encourage legitimate trade and interdict drugs and other illicit trade. To enhance regional trade, countries will work together to establish efficient and transparent trade practices. For better co-

ordination, General Directorates of Transit and Trade Facilitation will be established, as appropriate. For management of border port facilities, public-private partnership will be encouraged.

(5) **Transport:** Countries will continue to work together and with regional and international organizations to implement, and where necessary, revise and update existing bilateral, trilateral and multilateral trade and transit conventions and agreements; examine in depth the ways to obtain maximum advantage from the creation, development and maintenance of inter-regional transit routes with a view to selecting the few most promising routes and prioritizing investments accordingly; and pay careful attention to appropriate and progressive opening of regional markets for transport. Focus will particularly be on the development of the East-West and North-South corridors, which are at various stages of development. Countries will also encourage and facilitate transportation of energy resources within the region. Specific bilateral and trilateral land transit problems will be resolved in a fair and equitable manner, consistent with regional and international obligations and best practices to which they are parties.

(6) **Investment and business climate:** To maximize opportunities, focus will be on increased information sharing; encouragement of enterprise culture; creation of well managed, mutually beneficial markets and industrial zones; operationalisation of regional and bilateral trade, investment and transit agreements; preferential market access to selected products, harmonisation of quality and standards systems; simplification of visa regimes; and transformation of the informal sector through incentives generated by liberalization and reform.

(7) **Agriculture:** It is one of the main pillars for growth and revitalisation of regional economy. Focus will be on integrated rural financial system, including regional cooperation in developing a

system specifically for Afghanistan, production of high value commodities including perennial horticulture and livestock having commercial priorities, encouragement to growth of private sector for marketing and processing, reduction of tariffs, establishment of unified quality control mechanisms, access to and better knowledge of the regional markets, ease of cross-border movement of products, pooling of national capacities for agricultural research, physical and institutional infrastructure and training.

(8) **Capacity building:** Countries will work towards development of skills, education and training of their work force which is crucial to providing comparative edge and sustainability to regional co-operation in all fields.

(9) **Counter Narcotics:** All regional cooperation activities need to strengthen law enforcement mechanisms and prevent the movement of illicit goods, particularly narcotics and precursor chemicals across borders.

HAVE DECIDED THAT:

(1) Regional countries will undertake stronger credibility and confidence building measures (CCBMs), vital for sustained and interactive regional co-operation.

(2) The short-term focus of regional economic co-operation will be on practical win-win projects, which benefit two or more countries and can subsequently fit into wider regional economic co-operation paradigm, notably in the fields of energy, transport and trade, agriculture and mining.

(3) A higher level political commitment will be accorded for such projects.

(4) Afghanistan's development will continue to remain a central factor in assuring the growth,

stability, and prosperity of the region. Countries of the region will take practical steps in adopting the necessary policies in this direction.

(5) There will be better information sharing, via prioritisation of key issues, among the countries and regional organizations in order to avoid duplication of efforts.

(6) Regional organizations will continue to pursue the scope for further strengthening mechanisms and opportunities for regional co-operation, including public-private partnership initiatives.

(7) ADB will undertake a study on regional integration strategies and will share key findings at the next Conference.

(8) Regional countries will intensify efforts, at all appropriate fora, to remove obstacles to overland trade and transit between countries and regions.

(9) Regional countries will work towards aviation liberalisation for greater regional connectivity.

(10) Countries and organisations will assist Afghanistan to become an energy bridge in the region and to develop regional trade through supporting initiatives in bilateral/multilateral cross-border energy projects. They will also work towards development of regional renewable energy projects. Work will be accelerated on Turkmenistan-Afghanistan-Pakistan-India gas pipeline to develop a technically and commercially viable project.

(11) Countries will develop modalities for establishment of a regional technical committee to review impediments to agricultural trade in transit and to propose solutions.

(12) Regional countries will work towards concluding/broadening the existing preferential trade agreements, including preferential tariffs for Afghanistan.

(13) Regional countries will explore further specific project opportunities having regional relevance, in potential areas of investment i.e. energy, agriculture, transportation, mines, and financial services.

(14) The regional countries will encourage forging of institutional linkages with training institutes in the respective countries with a view towards capacity building of their work force, with the long-term objective of establishing regional training institutes in specialised areas of mutual benefit to all.

(15) The Afghan Government will take the lead in following up the decisions and considerations of this Conference.

(16) The regional countries will meet again at Ministerial level in a year's time to further review progress in regional economic co-operation.

(17) In preparation for the next meeting:

- National focal points will be strengthened to help participating countries evaluate and implement regional initiatives. The Afghan Government will distribute the relevant papers from this Conference to the national focal points and lead necessary follow-up measures;
- These focal points, on their part, will take forward the outputs of the Technical Working Groups of this Conference appropriately and effectively.

New Delhi 19 November, 2006

TEXT OF PAK-AFGHAN PEACE JIRGA DECLARATION 12 AUGUST 2007

**In the name of God Almighty, the most Merciful
and the most Beneficent**

AFGHAN-PAK JOINT PEACE JIRGA
DECLARATION: To reaffirm and further strengthen the resolve of two brotherly countries to bring sustainable peace in the region, the Afghan-Pak Joint Peace Jirga was convened in Kabul, Afghanistan from August 9 to August 12, 2007 as a result of an initiative taken by the presidents of the Islamic Republic of Afghanistan and the Islamic Republic of Pakistan on September 27, 2006.

This was the first historic event of its kind that opened a channel of people-to-people dialogue in which around 700 people including members of the parliaments, political parties, religious scholars, tribal elders, provincial councils, civil society and business community of both countries participated.

The inaugural session was addressed by Hamid Karzai, President of the Islamic Republic of Afghanistan and Shauket Aziz, Prime Minister of the Islamic Republic of Pakistan. The concluding session of the Joint Peace Jirga was addressed by Hamid Karzai, President of the Islamic Republic of Afghanistan, and General Pervez Musharraf, President of the Islamic Republic of Pakistan. The main recommendations made by the first Joint Peace Jirga are summarised as follows:
1. The Joint Peace Jirga strongly recognises the fact that terrorism is a common threat to both countries and the war on terror should continue to be an integral part of the national policies and security strategies of both countries. The participants of this jirga unanimously declare to an extended, tireless and persistent campaign against terrorism

and further pledge that government and people of Afghanistan and Pakistan will not allow sanctuaries/training centres for terrorists in their respective countries.

2. The Joint Peace Jirga resolved to constitute a smaller Jirga consisting of 25 prominent members from each side that is mandated to strive to achieve the following objectives:

a. Expedite the ongoing process of dialogue for peace and reconciliation with opposition.

b. Holding of regular meetings in order to monitor and oversee the implementation of the decisions/recommendations of the Joint Peace Jirga.

c. Plan and facilitate convening of the next Joint Peace Jirgas.

d. Both countries will appoint 25 members each in the committee.

1. The Joint Peace Jirga once again emphasises the vital importance of brotherly relations in pursuance of policies of mutual respect, non-interference and peaceful coexistence and recommends further expansion of economic, social, and cultural relations between the two countries.

4. Members of the Joint Peace Jirga in taking cognisance of the nexus between narcotics and terrorism condemn the cultivation, processing and trafficking of poppy and other illicit substances and call upon the two governments to wage an all out war against this menace. The Jirga takes note of the responsibilities of the international community in enabling Afghanistan to provide alternative livelihood to the farmers.

5. The governments of the Islamic Republic of Afghanistan and Islamic Republic of Pakistan, with the support of the international community, should implement infrastructure, economic and social sector projects in the affected areas.

6. The comprehensive and important recommendations made by the five working committees of the Joint Peace Jirga for implementation are attached as annexure and form part and parcel of this joint declaration.

Anti Corruption Strategy

1387 - 1391 (2007/08 - 2012/13)



Cross-Cutting Issues

National Anti-Corruption Strategy

Approved by:
Sector Responsible Authorities

<i>Prepared and Submitted By:</i>		
Ministry/Agency	Name of Minister/Director	Signature
Supreme Court	H.E Prof. Ab. Salaam Azeemi	
Ministry of Justice	H.E Sarwar Danish	
Ministry of Interior	H.E Zerar Ahmad Moqbel	
Ministry of Finance	H.E Anwar-ul-Haq Ahady	
Attorney General Office	H.E Ab. Jabar Sabit	
General Independent Administration for Anti Corruption and Bribery	H.E Azatullah Wasifi	
Independent Administration Reform and Civil Service Commission	H.E Dr. Ahmad Moshahid	
Control and Audit Office	H.E Mohd. Sharif Sharifi	

Date of Submission
February 2008

EXECUTIVE SUMMARY

Corruption undermines the authority and accountability of government, lessening public trust in the state institutions, reducing the legitimacy of state institutions and eroding the security and other human rights of citizens. Corruption diminishes the amount of state income from customs and tax revenues and results in less funding available for basic services and infrastructural developments vital for sustained economic growth, poverty reduction and social development. Most crucially corruption constrains private sector investment, increasing transaction costs and eroding business confidence via the unpredictability of licensing, property ownership, intellectual and other property rights/contracts.

Corruption is a significant and growing problem in Afghanistan. The causes of corruption in Afghan public administration can be attributed to a series of factors such as: weak institutional capacity of public administration at the centre and provinces, weak legislative and regulatory framework as well as weak enforcement of the laws and regulations; poor and/or non-merit based qualifications of public officials; low salaries of public servants; dysfunctional justice sector and insufficient law enforcement; the discretionary power of public administration; and the lack of complaint mechanisms and systems for public scrutiny and illegal profits through opium trade and cross border smuggling. Furthermore, the sudden influx of donor money in an already weak system that suffers from weak procurement practices increases the risk of corruption and waste of resources. The Constitution of Afghanistan 1382 (2004) stipulates in article 75 that the Government is, amongst other tasks, "responsible for maintaining public law and order and the elimination of administrative corruption."

The Government's primary goal is to eliminate corruption in the public and private sectors in order to improve the effectiveness, transparency and accountability of the Government, and to create an environment conducive to investment, both of which are necessary for economic growth and poverty reduction.

Anti corruption is represented in the ANDS both as part of its Governance, Rule of Law and Human Rights pillar and as one of the key cross cutting themes intended to guide, influence and support the achievement of national development objectives. Accordingly anti corruption is to be mainstreamed into all sector strategies in support of the Government's stated overall aim to eliminate corruption in the public and private sector.

In the I-ANDS the Government identified the following components of an anti-corruption strategy based upon:

- Strengthening Public Sector Management;
- Strengthening Public Accountability Systems;
- Strengthening the legal framework and judicial system;
- Controlling corruption within counter-narcotics institutions.

In addition to four strategic elements, the Government will need to conduct research for reliable data and valid measurements of corruption.

The challenges facing the fight against corruption in Afghanistan include:

Reducing opportunities and incentives for corruption by completing the public administrative reform process and establishing a fiscally sustainable public service. This will involve restructuring ministries and administrative functions, streamlining administrative processes, establishing objective and transparent systems for appointments and promotions; instituting performance management systems, developing supervisory management procedures and practices and maintaining effective audit and financial management controls

Building opportunities and incentives for investment and economic development by improving the integrity and efficiency of the public administration system based upon high levels of transparency and accountability in its relations with the business sector and wider community, simplifying the business and trade regulations, streamlining licensing procedures and encouraging the transfer of businesses from the informal to the formal economy.

Creating a coherent and competent institutional infrastructure for anti corruption: This will require clarification of legal mandates of key bodies with anti corruption responsibilities and the required re-organisation and capacity development to support effective prevention, inspection, detection, investigation and prosecution.

Introducing the legal reforms required to support the effective implementation of the UNCAC in relation to required institutional capacity, required timescales and available resources.

Improving control and oversight functional capacity both within central public administration and extending it to mechanisms for monitoring provincial and district administrations and NGOs.

Increasing the participation of civil society in the political decision-making process, by the creation of genuine liaison and consultation mechanisms and provision of support for an active and independent media.

The factors serving to constrain anti corruption include:

Limited quantitative information on scope, scale and principal locations of corruption, and resultant problems in identifying baseline data for targeting and then monitoring and evaluation of anti corruption measures.

Continuing conditions of lawlessness that maintain the control held by Illegal Armed Groups (IAGs) on power structures at the Provincial and District Levels. Limiting the consolidation of state authority and the rule of law.

The scale of the illegal drug economy, combined with the problem of compromised counter narcotics efforts which are sustained by corrupt practices and in turn further fuel corruption that undermines the public governance and the administration of justice.

A confused and incomplete legal and regulatory framework, based upon the continued application of laws from previous constitutional periods and out of alignment with current Constitution.

Relatively under-developed legislative and independent oversight mechanisms, operating within a relatively young parliamentary democracy and an un-empowered civil society.

Continuing political, social and economic uncertainty resulting in time pressures of government servants to extract personal benefits from public office. The Government of Afghanistan is fully committed to eliminate the destructive impacts of corruption, promoting transparency

and accountability through establishing new and effective preventative mechanisms and implementing the Afghanistan Compact Anti Corruption Benchmarks. Afghanistan's National Anti Corruption Strategy will be implemented in support of the following strategic vision and aims.

Strategic Vision

A state administration that operates with integrity and accountability to provide an enabling environment for economic and social development, based upon the rule of law, impartiality in political decision-making, the proper management of public resources, the provision of efficient administrative systems and the active engagement of civil society.

Strategic Aims

In support of the above strategic vision the following overall strategic aims are proposed to promote transparency, accountability and integrity in the management of state institutions in the provision of administrative and public services.

- Enhancing Government's Anti Corruption Commitment
- Strategic Aim: To build firm, consistent and credible Government commitment in the fight against corruption in Afghanistan.
- Building of Knowledge of Corruption and Evaluating the Effectiveness of Anti Corruption Measures
- Strategic Aim: To build and maintain knowledge of the causes, sources and consequences of corruption in order to provide policy relevant data and analysis to inform anti corruption strategic initiatives and evaluate their implementation and effectiveness.
- Mainstreaming Anti Corruption into Government Reforms and National Development
- Strategic Aim: To mainstream measures required to address the systems and incentives promoting corruption within the public administration system into all administrative reform programmes and development strategies
- Strengthening the Enforcement of Anti Corruption
- Strategic Aim: To strengthen the legal framework for anti corruption and build a coherent and fully capacitated system of enforcement institutions required to support the effective implementation of the UNCAC.
- Reinforcing Counter Narcotics Integrity
- Strategic Aim: To raise the standards of integrity of the country's counter narcotics effort.
- Reinforcing the Integrity of Public and Business Sector Relationships.
- Strategic Aim: To maintain the highest level of transparency, accountability and integrity in the relationship between the public and business sector.
- Increasing Political Accountability
- Strategic Aim: To increase political accountability through the development of an active and empowered civil society reinforced by strong legislature and independent oversight mechanisms.

CHAPTER 1

Corruption undermines the authority and accountability of government, lessening public trust in the state institutions, reducing the legitimacy of state institutions and eroding the security and other human rights of citizens. Corruption enables public and private sector representatives to violate the law within conditions of impunity and reinforces the control held by Illegal Armed Groups (IAGs) on power structures at the Provincial and District Levels limiting the consolidation of state authority and the rule of law. Corruption diminishes the amount of state income from customs and tax revenues and results in less funding available for basic services and infrastructural developments vital for sustained economic growth, poverty reduction and social development. Most crucially corruption constrains private sector investment, increasing transaction costs and eroding business confidence via the unpredictability of licensing, property ownership, intellectual and other property rights/contracts.

Although corruption can be deemed to exist in all countries, in different forms and to differing degrees, it is difficult to arrive at a universal definition of corruption because of the social and cultural differences of individual countries, each with their particular social and cultural norms and characteristics.

Definitions encompass elements such as use of public office for private gain, violation of legal duties or codes of conduct; offering undue advantage to others with or without financial or non financial consideration in return, dishonest conduct or immoral behaviour, whether illegal or not.

Legal redress against corruption again varies from country to country in terms of the classification of corrupt acts and the application of corruption specific legislation or application under a general penal code or individual economic crime offences such as fraud, embezzlement or proceeds of crime.

THE AFGHANISTAN COMPACT BENCHMARKS

The Constitution of Afghanistan 1382 (2004) stipulates in article 75 that the Government is, amongst other tasks, "responsible for maintaining public law and order and the elimination of administrative corruption."

The Government's primary goal is to eliminate corruption in the public and private sectors in order to improve the effectiveness, transparency and accountability of the Government, and to create an environment conducive to investment, both of which are necessary for economic growth and poverty reduction.

In January 2006, the Government of the Islamic Republic of Afghanistan and the international community, represented by the UN, formally agreed to the Afghanistan Compact. The Afghanistan Compact represents a five-year commitment by both the Government of Afghanistan and the international community to the achievement of specific and time-bound benchmarks in all areas of national development. Through the achievement of these benchmarks, the mainstreaming of anti-corruption frameworks into all levels of government through the ANDS process, and the development of a comprehensive

anti-corruption strategy, the Government of Afghanistan is committed to meeting international standards in its efforts to eliminate the destructive effects of corruption. The Government of Afghanistan in support of its anti corruption goal has established the following benchmarks:

Anti-Corruption: The UNCAC will be ratified by end-1385 (20 March 2007). National legislation adapted (according to UN Convention against Corruption) by end-1386 (20 March 2008). A monitoring mechanism to oversee implementation (of the national legislation against corruption) will be in place by end-1387 (20 March 2009).

Rule of Law: A review and reform of oversight procedures relating to corruption, lack of due process and miscarriage of justice will be initiated by end 1385 (20 March 2007) and will be fully implemented by end 1389 (March 2011). By end 1389 (20 March 2011), reforms will strengthen the professionalism, credibility and integrity of key institutions of the justice system (the Ministry of Justice, the judiciary, the Attorney General's Office, the Ministry of Interior and the National Directorate of Security).

Public administration reform: a clear and transparent national appointments mechanism will be established; merit-based appointments, vetting procedures and performance based reviews will be undertaken for civil service position at all levels of government, including central government, the judiciary and police.

Counter narcotics: By March 2011, the Government will increase the number of arrests and prosecutions of traffickers and corrupt official

Human rights: The exercise of freedom of expression, including the freedom of media, will be strengthened.

Financial Management: The Government will ensure improved transparent financial at central and provincial levels.

THE I-ANDS

The overall framework of an anti-corruption strategy was developed in the I-ANDS but the document lacked a more detailed, prioritized and sequenced anti corruption specific measures. Lack of systematic information about the causes, nature and extent of corruption in Afghanistan, overlapping role and responsibilities of involved anti-corruption entities are some of the key issues that the National Anti Corruption strategy will need to address.

Its administrative vision is that Afghanistan will develop to a democratic country based on Islam, where three state powers (executive, legislative and judiciary) provide and ensure the necessary balance and regulation. Government acts as a policy-maker and regulator that provide the ground for private sector development. Basic services are provided for the public through an effective national agency and justice sector equitably protects rights of all Afghans.

Included in Governance, Rule of Law and Human Rights pillar, anti corruption is also seen as one of the important cross-cutting issues that aims to guide, pursue and contribute to achievement of national development goals. Thus, anti corruption component need to be mainstreamed in all sector strategies in order to eliminate administrative corruption in private and public sectors.

This stated aim of Government is to be achieved by an anti-corruption strategy that has four inter-related and mutually reinforcing components, as outlined in the IANDS:

Strengthen Public Sector Management by Creating a motivated, merit-based, performance driven,

and professional civil service that is resistant to the temptations of corruption and which provides efficient, effective and transparent public services that do not force customers to pay bribes. Aim of this strategy will be addressed as part of the PAR. This includes merit-based recruitment of grade-2 and above grade-2 civil servants; monitoring recruitment of grade-3 and below grade-3 civil servants within ministries; increasing salaries and privileges of civil servants; simplified and transparent organizational structures within the agencies; simplifying key roles and procedures; development of effective complaints and restitution mechanisms; development and implementation of a legal framework presenting ethical criteria for civil service; conditions and norms for recruitment and performance; rules and training on how to resolve conflict of interests in order to strengthen management skills; familiarity with ethical instructions and information technology.

Strengthen the public accountability system: this system includes six objectives:

1. Government will strengthen the public financial system to develop an effective management that is accountable to public and leaves no chance for administrative corruption by the officials. The government will develop benchmarks for financial management in the capital and provinces as agreed and supervised by the international community, and makes efforts towards achievement of these benchmarks.

Donors and the government issue annual report on supporting Afghanistan's development according to supervisory mechanism provided by ANDS.

Financial systems will be developed through a series of reforms policies concerned with areas of improved financial administration in the capital and provinces, making the necessary laws for developing punishing mechanisms, introducing computer recording and management systems,

and professional training programs for financial management.

In regards with the public expenditure, the government develops computer financial management systems for ministries and provinces. It clearly provides the exact cost, timing and a service procedure based on governmental key services delivery (such as access to phone, electricity and water), and increases auditing activities in line with the international standards and through streamlined regulations.

For a better use of developmental assistances, the government develops an effective recruitment mechanism for governmental positions based on existing recruitment regulations.

Access to these goals will be possible through focusing on these three parts: design and implementation of a standard and comprehensive legal system for recruitment, procedures and instructions; establishing recruitment policies unit; and capacity building for staff recruitment as a major principle in government.

Two. The government improves audit system in order to promote transparency and accountability in its system and in projects funded by donors.

Achieving this goal will be possible through financial and administrative independence of audit system, skill building among the auditors, strengthening reporting mechanism of central auditing office and extending auditing activities in key provinces.

Three. The government strengthens supervisory mechanisms of representative institutions through capacity building supports for National Assembly, Provincial Councils and CDC in area of fight against corruption, and also through cooperation

with these organs to bring more transparency in their actions and negotiations.

Four. Development of an independent and responsible media sector and civil society to increase public awareness and provide training on anti-corruption can be achieved through allowing dissemination of information for government and the public throughout the country.

Five. The government will develop the necessary coordinative mechanisms with local structures for creating awareness regarding fight against administrative corruption. These mechanisms will represent the local interests.

Six. Through cooperation of international communities, the government will make the process of planning, implementation and supervision more transparent, participatory and accountable, and strengthen the capacities of the media for preparing and disseminating research reports.

Strengthen the legal framework and judicial system: This will result in creation of a gradual accountability and public trust on governmental organizations. In addition to the measures specified in the government agenda, government's rule of law and justice strategy will also include various anti-corruption efforts. Through conducting a systematic review of the current legal and regulatory environment and revising or creating new laws, this strategy will improve legal and institutional systems involved in fight against administrative corruption, where necessary skills training will be conducted on handling anti-corruption cases and on enforcing laws and regulations in a fair, transparent, and accountable manner. The civil society, including traditional jirgas and councils should be encouraged to demand transparency and accountability and reduced corruption among the state agencies, including judicial organs, and developing reporting mechanisms from the capital to provinces and from provinces to the capital.

Control corruption within counter-narcotics institutions: the government will establish an anticorruption and professional standards unit capable of undertaking proactive investigations against officials working in counter-narcotics institutions. Government will also establish and maintain a transparent system for controlling puppy cultivation and ensuring eradication of puppy cultivation by the end of the first quarter of 1385 (2006).

In addition to the four abovementioned strategic components, the government will undertake the necessary investigations for obtaining reliable information and providing reliable evaluations. These investigations will be focused on tendency to administrative corruption and its causes within the ministries, agencies and judicial system, and will measure extent and sources of corruption. An additional population-focused survey will also be conducted for measuring experiences of the people regarding the administrative corruption.

Anti Corruption Roadmap

In April 2007, the Government presented the "Anti Corruption Roadmap for the Islamic Republic of Afghanistan" during the Afghanistan Development Forum. The roadmap, developed with the assistance from the donor community, contains discussions on the issue of corruption in Afghanistan. Furthermore the roadmap identifies the following seven main priorities and areas of focus for anti-corruption efforts:

- Clearly expressing the Government's commitment against corruption.
- Clarifying the institutional framework.
- Understanding better the context, problems, and dynamics of corruption:
- Assessing vulnerabilities to corruption in key areas, taking appropriate actions, and monitoring:

- Resolutely pursuing key cross-cutting reforms that will have substantial impacts on corruption
- Developing an anti-corruption strategy (as part of the ANDS).
- Priorities for the international community.
- Lessons from International Experience

The Roadmap document also provides lessons from international experience in combating corruption that identify the following guiding principles for designing effective anti corruption strategies:

- Expectations of eliminating corruption in low-income developing countries must be kept and realistic levels and set within realisable time scales;
- Anti corruption efforts must be underpinned by wider public, private and justice sector reforms that reduce the scale of government and reduces areas of monopoly power and levels of discretionary authority held by government officials; reduces the number of transactions within administrative services; increases the likelihood that those who are corrupt will be caught and appropriately punished;
- Anti corruption programmes must be appropriately balance, sequenced and based upon feasible and realistic approaches, with particular attention to be given to the development of prevention measures;
- Attention must be directed at the level of individual sectors, ministries, agencies and functions to provide the basis for concrete actions against the specific areas of corruption and generate genuine momentum in the reform process;

- A comprehensive institutional framework for anti corruption must be put in place, both on the prevention side in terms of budget process, financial and procurement controls, revenue management etc and it term of detection, investigation, prosecution and punishment. Thus core Government agencies (finance and revenue, law enforcement, prosecution, etc.) and line ministries (especially those with major service delivery, infrastructure, regulatory, or contracting functions) inevitably will be the key elements of the institutional framework for fighting corruption. In addition because of the cross-cutting character of corruption it is important that the institutional framework includes coordination and oversight bodies and mechanisms;

- By the same token the political dimension of anti corruption needs to be considered in taking account of existing structures and networks of political power to reduce obstacles to reform and harness political commitment for fighting corruption;

A final lesson from the World Bank (2000) attests to the importance of linking anti corruption approaches to the types of corruption perpetrated and its key characteristics in terms of its overall scope, scale and degree of penetration into the structures and operation of the public and business sectors.

For a country whose key corruption characteristics are an apparent high level of state capture and a high level of administrative corruption the key focus for anti corruption should be directed at breaking the power of those who hold of a vested economic interest in the status quo, i.e. coping with those who are going to resist the process of policy and institutional reform. The main challenges to be faced include the concentration of economic interests that can block reforms; limited anti corruption implementation capacity of government;

poorly organised anti corruption constituencies and restricted channels of access for countervailing interests.

Thus the priorities for anti corruption measures are: the imperative of the de-concentration of economic interests through restructuring, competition and enhanced entry; building accountability and oversight mechanisms and promoting collective action among countervailing interests.

The overall lesson for anti corruption strategies and measures in countries characterised by a high level of state

capture and high level of administrative corruption is that stand- alone technocratic reforms that fail to address the political and public administration systems or the underlying social and cultural conditions will have limited impact.

CONTEXT: THE CURRENT STATE OF CORRUPTION

CORRUPTION IN AFGHANISTAN

Based on available indicators, Afghanistan appears to fall near the bottom internationally in terms of the seriousness of its corruption problem. Afghanistan's ratings, according to one of the most widely-used international indexes, 'Worldwide Governance Indicators, 1996-2006 published by the World Bank Institute (2007) shows Afghanistan fairly close to the bottom among the 212 countries in terms of the seriousness of its problem. Afghanistan, in terms of its ability to control corruption, is ranked in lowest 0th – 10th percentile alongside Bangladesh, Somalia and Zimbabwe¹. According to the Corruption Perception Index of Transparency International, which is widely used in 2007, Afghanistan ranked 117th out of 159 countries.²

In another survey, the Investment Climate Assessment for Afghanistan (2005), 53% of enterprises cited corruption as a major or severe constraint, making corruption – along with electricity, access to land, and access to finance – one of the top four constraints cited by businesses.

Without consideration of the real extent of corruption, this perception among the public that there is an extensive corruption has made them disappointed with their government. This is particularly true of the individuals who experience this issue in their daily life.

1 Anti Corruption Roadmap for the Islamic Republic of Afghanistan' (2006)

2 In 2005, Afghanistan ranked 117th out of 159 countries.

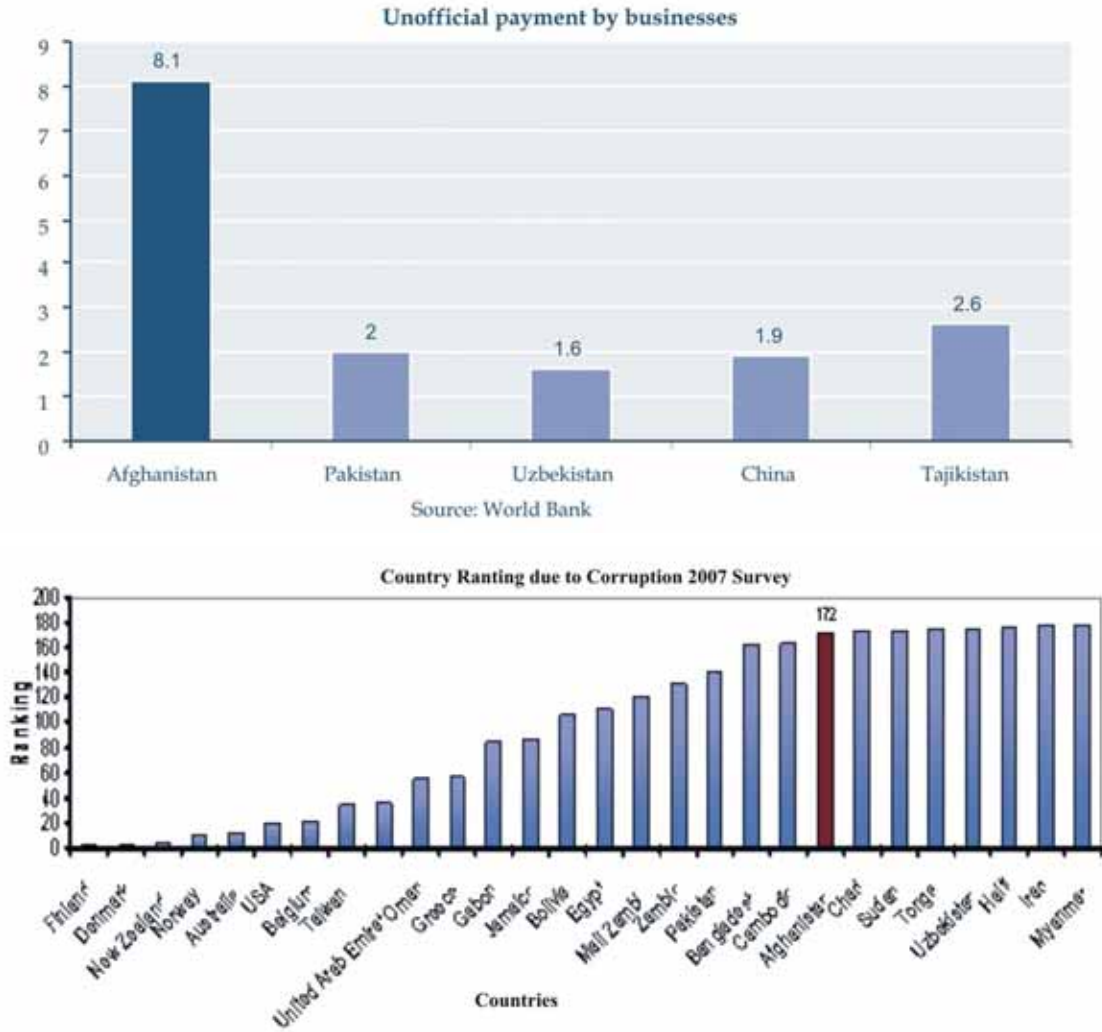
Corruption normally causes a number of problems within each country in collecting the needed data regarding corruption. The followings have contributed to the challenges faced in achieving an understanding and knowledge regarding corruption: limited economic information and limitedness of information in other areas as a result of one decade of war; insecurity in some areas of the country; logistical problems in conducting the surveys; and insufficient resources and information. However, the international indicators related to governance and corruption benchmark, provide a relative clarity in regards with Afghanistan's situation as compared to other countries.

In many cases there is a high level of corruption, lack of provision of the necessary services to the public, waste of international assistances, and extensive dissatisfaction with provision of these assistances, which make obstacles for efforts towards strengthening the legitimacy and reputation of the government. Therefore, the people ask government to adopt the appropriate, timely and effective actions in this regard.

Undoubtedly, common forms of corruption in Afghanistan are similar to forms of corruption existing in other countries. These forms include petty bribery, misusing the public properties and administrative corruption. A distinction can be drawn between administrative corruption (referred to misuse of public positions by the civil servants for personal benefits) and controlling an exclusivist policy on key governmental positions.

Particular forms of administrative corruption in Afghanistan may be different from other countries. For example, corruption in security sector _divided into a number of forms predominantly during the times of conflict_ is extensively perceived to be a suspicious issue, while corruption in service delivery should have been more limited during the times of war due to stopping delivery of most governmental services. As the state-building process continues, it is expected that

usual forms of administrative corruption appear, an issue which is the function of activities of the governments in other countries. The political system is prone to become more corrupted, as it makes no efforts in terms of addressing the problem of corruption. Thus, it is very important that efforts be made for reducing vulnerabilities against administrative corruption, before this problem be institutionalized in activities of the government and political system as well.



Sources of Corruption

As one of the major increasing problems in Afghanistan, the causes of corruption can be attributed to a series of factors such as: low institutional capacities in public agencies in the capital and provinces; weak legal and regulatory frameworks; low merit rates among public administration's officials; low salaries of civil servants; inefficient judicial system and ineffective law enforcement; non-existence of complaints mechanisms and government scrutiny by the public; and illegitimate benefits gained through cross-border narcotics trafficking. Additionally, the unprecedented inflow of donations to a weak system suffering from weak procurement increases the possibility of corruption and waste of the funds.

Insufficient analytical work by the donors and the government has also contributed to extensive corruption within the country.

Sources of corruption are:

Low public sector salaries and unqualified public officials: encourage those in positions of public office to extract bribes in return for what should remain standard public services and abuse of the discretionary power and nepotism. The consequences are that the public services are not provided universally and the state loses its credibility.

Weak legal system due to incomplete legal framework: limited influences in some parts of the country, low access to justice, low expectation for justice system and low capacity of the justice servants. These challenges provide opportunities where citizens routinely have to pay in order to buy their rights.

Weak or non-existing mechanism of government scrutiny by the public: The institutions and media responsible for fostering transparency

and accountability via public participation in the political process are either non-existence or in the process of being established or strengthened in Afghanistan.

Particular sources of corruption in Afghanistan depend on opium economy and inflow of donations to weak governmental institutions lacking the effective supervisory systems.

The very large opium economy: The opium economy is widely considered to be the most important source of corruption in the country which causes systematic bribery, concealment, and money laundering. The significantly high amount of money involved in this economy makes it easy to bribe officials at various levels preventing the execution of law enforcement, diverting eradication away from the largest fields and funds allocated to poor farmers..

NGOs: many of which are profit making businesses and miss-registered as NGO. Furthermore many of these NGOs have not developed appropriate governance and accountability mechanism causing the donor and public funds to be poorly accounted for. Yet, government and donors have not paid attention to the issues of transparency and accountability of NGOs.

Limited oversight of the central Government over the sub-national administration provides opportunities for some sub-national administrations to engage in illicit activities from the public office.

The unprecedented large inflows of international assistance and the pressures to spend money quickly without adequate monitoring systems, carry associated vulnerabilities to corruption. Donors, in order to overcome the weak capacity of the state, have installed parallel public service delivery mechanisms which are also prone to weaknesses that lead to large wastage of donor money (e.g. non-cost-effective projects, non-competitive bidding and implementation of

non-prioritized projects). The wastage of donor money is usually a result of lack of coordination with the Government, duplication or overlap of similar Technical Assistance (TA) projects, weak monitoring and oversight of projects, and weak communication and coordination with the Government as well as other counterparts.

Corruption in the management of underground resources: in relation to major resources e.g. copper and iron, those have not yet been exploited on a substantial scale creating high corruption risks in initial contracting, leasing and outright appropriation of resources by corrupt actors inside and outside Government, rather than in relation to diversion of royalty payments due to the state.

Political, social and economic uncertainty resulted from short-time recruitment of civil servants; high ranking officials; representatives of international community mostly with short-time contracts; and non-governmental authorities with public power

THE GOVERNMENT'S COMMITMENT TO ANTI CORRUPTION

The Government of Afghanistan is fully committed to eliminate the destructive impacts of corruption by reducing all types of corruption, promoting transparency and accountability through

establishing new and effective preventative mechanisms and implementing the Afghanistan Compact Anti Corruption Benchmarks.

A number of building blocks against corruption have been put in place by the Government during the past five years, including:

Administrative Instrument: Elimination of administrative corruption has been affirmed as a duty of the government in the Constitution of Afghanistan. The 2004 Afghan Law Against Bribery and Official Corruption, promulgated in 2004 and United Nation Conventions Against Corruption, signed in 2004, and ratified in 2007 are principal the legal framework for against corruption.

The Government signed the UNCAC on 20 February 2004 and completed the ratification process in latter half of 2007. The UNCAC provides mandatory and optional legal

requirements which can provide the general framework for the development of a national anti-corruption strategy. According to the article

five of UNCAC anti-corruption policies that promote the participation of society that reflect the principals of the rule of law should be developed and implemented. Furthermore, UNCAC calls for the establishment and promotion of effective practices aimed at the prevention of corruption.

CHAPTER 3

A STRATEGIC FRAMEWORK FOR ANTI CORRUPTION

The Anti-Corruption Strategy, aims to set the tone, and direction for the design and Development of:

- Cross government anti corruption measures initiated under the wider PAR and PFM programmes directed at the reorientation of public services;
- The mainstreaming of anti corruption measures into sector strategies;
- Coherent anti corruption legal and institutional infrastructure;
- Representing the tangible commitment of the GoA to combating current levels of political and administrative corruption.

This strategy provides the basis for planning and implementing continuing government reform that incorporate anti corruption, principles, procedures and practices that support a shift from curbing existing corruption towards deterring and ultimately preventing corruption with a sound governance framework.

Its overall aim is to establish the firm foundation for the longer-term construction of the comprehensive governance framework required to support integrity in the political system, public administration system and in the relationship of the public sector with the private sector and civil society.

Governance can be defined as the traditions and institutions that determine how authority is exercised in a particular country. This includes (1) the process by which governments are selected, held accountable, monitored, and replaced; (2) the capacity of governments to manage resources efficiently and formulate, implement, and enforce sound policies and regulations; and (3) the respect of citizens and the state for the institutions that govern economic and social interactions among them.

If the level of corruption in a country's governance system is, or could develop into, endemic or systemic then its causes are going to be complex, inter-connected and equally embedded. Therefore, potential solutions to counter corruption will have to be equally complicated, holistic and most crucially strategically developed and fully sustained. Most attempts at combating corruption are inadequately resourced, provide incomplete coverage, unsustainable and fail to address corruption's underlying causes. This involves changing the institutional structure and wider social context that allow corruption to develop and have continued to sustain its existence and even stimulated its further growth.

Adoption of a holistic set of solutions to the problem of systemic corruption is required for fighting corruption in a country. Experts from the international NGO, Transparency International (TI) has developed an institutional framework called National Integrity System consisted of the

following organs: (1) Legislature, (2) Executive, (3) Judiciary, (4) Auditor-General, (5) Ombudsman, (6) Watchdog agencies, (7) Public Service/ administration, (8) Media, (9) Civil Society, (10) Private Sector, (11) International external influences.

Governance Reform seeks to improve the functioning of each of the pillars. Reform is initiated by a diagnosis of the current state of each of the pillars and the current external factors influencing the operation of each. Reform itself involves capacity development of each institutional area, the creation of a results oriented public service and the promotion of public participation in the political decision-making processes.

Similarly the five-pronged approach to anti corruption advocated by UNDP (2004) provides a practicable framework for analysing the current state of Afghanistan's anti corruption capacity in relation to: Prevention; Enforcement; National Integrity Institutions; Public Participation and Coalitions and Working with the International Community.

Prevention: Corruption prevention is underpinned by the system of public administration and public sector management, whose integrity, efficiency and effectiveness is created and sustained by: ethical leadership; administrative reform of structures, systems, policies, procedures and practices; public financial management reform including: budgeting, revenue management, expenditure and procurement and financial control and audit and the overall development of performance driven public service delivery

The reform of public administration, encompassing central, provincial and district level bureaucracies, represents a key component of the post-conflict state-building process in order to provide the administrative systems to manage state revenue, budgets and expenditure required to support effective economic growth and related social development.

Reform of the public administration system represents the foundation of the Government's strategic approach to combating all levels of administrative corruption. Systemic or structural reforms, such as the de-layering or streamlining of overly-complex bureaucratic structures and administrative systems and procedures are intended to combat corruption by improving transparency, and reducing the degree of discretionary authority. Parallel reforms are in place to strengthen audit and related financial and management controls aimed at increasing the transparency and accountability of procedures and practices for the management of public resources and thereby deterring corrupt practices, or increasing the likelihood of detection of those practices and generating systemic improvement to prevent their future reoccurrence.

ENFORCEMENT:

Corruption enforcement is dependent upon the comprehensiveness and robustness of the legal and regulatory framework governing the conduct of public administration and its relationships its citizenry and its business community; the capacity and integrity of its investigators, prosecutors and the judiciary; the existence and effectiveness of public complaints mechanisms that promote accountability and provide opportunities for redress and the overall provision of disincentives to the would-be corrupt and punishments for those involved in corruption.

The legal and institutional framework of the state should serve to provide the principal constraints on corruption based upon the separation of powers between the executive and legislative branches of government and the judiciary reinforced by the establishment and maintenance of oversight mechanisms and "watchdog" agencies.

The anti corruption legal and institutional framework must be sufficiently complete and robust to resist both State capture, political

corruption based upon the actions of individuals, groups, or firms both in the public and private sectors who hold the power to influence the formation of laws, regulations, decrees, and other government policies to their own advantage as a result of the illicit and non-transparent provision of private benefits to public officials and administrative corruption, the manipulation of the prescribed implementation of existing laws, rules, and regulations to provide advantages to either state or non-state actors as a result of the illicit and non-transparent provision of private gains to public officials, World Bank (2000).

The strengthening of these institutional restraints in Afghanistan must be based upon an acknowledgement of the country's post conflict conditions, its underpinning social and cultural characteristics and realistic expectations in terms of the timescales for implementing and achieving significant changes from the reform process.

Preliminary design of effective legal and institutional framework for fighting against corruption, which was established by the United Nations Convention Against Corruption, has been the first international convention enforceable in terms of programs and preventive and controlling frameworks, and investigations on corrupted illegitimate activities within the countries. Effective execution of UN Convention Against Corruption, which has been ratified by the National Assembly, has been resulted in development of a comprehensive framework of laws, regulations, policies and codes of conduct for both public and private sectors. It has also led to development and integrity of anti-corruption institutions, including auditor-General, ombudsman, watchdog agencies, investigation, prosecution and international cooperation functions.

According to results of a 2007 survey conducted by IWA in 13 provinces of the country, the justice sector is perceived by the public to be

one of the major organs where corruption exists. Inefficiency, non-transparent procedures, extensive uncontrolled personal powers, unspecific legislations and provisions, insufficient resources and low salaries leaves an opportunity for corrupt measures. Missing cases, for instance, perhaps is the result of inappropriate records or negligence.

NATIONAL INTEGRITY INSTITUTIONS:

Any country intent on combating corruption needs to establish new institutions or strengthen existing institutions required to investigate corrupt practices, design corruption detection and prevention systems, raise public awareness of and promote intolerance towards corruption, provide political and administrative institutional oversight, regulate public and private sector governance and professional standards in licensing, procurement, budgeting and expenditure, electoral integrity and the application of the rule of law.

PUBLIC PARTICIPATION AND COALITIONS:

An essential requirement of all effective anti corruption strategies and programmes is their design and implementation involves wide-scale public support and the sustained commitment of the country's political leaders. If corruption is systemic then awareness is also likely to widespread requiring the building of public support for remedial and preventative measures. Civil society groups can individually and collectively via coalitions, consultative mechanisms and direct involvement in political decision-making processes can play key roles in monitoring and reporting corrupt practices and public awareness and resistance raising.

The strategy for increasing public participation against corruption includes:

- Evaluation of public awareness level

about existing levels, areas and impacts of corruption.

- Evaluation of public complaints agencies and procedures, and improving other reporting mechanisms on corruption.
- Necessary means for strengthening civil society representation at district and provincial levels.
- Necessary means for research skills building in the media.
- Improving communicative campaigns and anti corruption initiatives.
- Establishment of joint associations composed of governmental and commercial organizations.
- Civic education programs in elementary, secondary and higher education levels.

WORKING WITH THE INTERNATIONAL COMMUNITY:

Exposure to international best practices in anti corruption provides opportunities for the identification of best practices, the building of cooperation and access to institutions and resources to support national capacity development. Providing assistance and support for ensuring that national corruption problems and potential solutions can be informed by the experiences of other countries. The implementation of UNCAC by any country explicitly requires and involves the design and implementation of anti corruption initiatives to international standards and the active promotion of international cooperation in the extradition of those suspected of corruption and restitution of their illicit funds.

A strategic framework for addressing the corruption in Afghanistan must also encompass three additional areas integrity issues, first corrupt

practices within the relationship between the public and business sectors, second, corruption within the narcotics trade and the counter narcotics effort and third, mainstreaming of corruption into government programs, regulations and procedures.

PUBLIC AND BUSINESS SECTOR RELATIONSHIP INTEGRITY:

There is a wide scope for corruption between business and government which is caused by factors such as the absence of transparent and accountable public institutions, procedures and regulations on one hand and the mis-conduct the private sector on the other hand. Some forms of corruption in Afghanistan's private sectors include administrative corruption, e.g. bribes paid to a public official for getting a permit, clearing goods at the custom check points and state capture, e.g. cash or gifts paid to a decision-maker to influence his/her decision for a business's advantage. The consequences of corruption for the private sector is that it increases the cost of doing business and risk and uncertainty, factors which reduces national and international investment in Afghanistan. Furthermore, it distorts growth incentives by forcing out potentially better producers of goods or services, e.g. bribes paid to policy decision-makers for supporting awarding of a contract, not because of the value they bring to the market, but because they can distort market-effects by controlling political decisions and their outcomes.

One of the major strategic goals of ANDS is to reduce of Afghanistan's level of dependence on donor assistances and gradually changing the economic system of the country from a economic system dependent on donations to an economy led by private sector based on freed-market principles.

Private sector development is an important policy instruments for achieving vital Afghanistan Compact and ANDS benchmarks for reducing

poverty by providing job opportunities and better livelihood for all Afghans and contribute to decrease of poppy cultivation. Moreover, private sector growth will strengthen Afghan competitiveness and exports; it will enhance security and contribute to macroeconomic stability. For a democratic, stable and prosperous Afghanistan a viable and self-sufficient private sector is required to create sustainable jobs and incomes.

The key goal of the policy of designing anti corruption measures focused on reducing corruption in relations between public and private sectors is to bring transparency in relations between these two sectors.

Administrative obstacles in commercial activities not only cause losses in these activities, but it constitutes a substantial obstacle to start practical activities of the enterprises, especially small and medium corporations. Ministry of Commerce and Industries has ratified new regulation of licensing, streamlined and simplified procedures.

New simplified procedure allows a businessman to get a license within 48 hours, comparing 30 days with training and capacity building programs.

Passing new laws for enterprises is a mean for revising, unifying and streamlining these procedures. Ministry of Commerce and Industries will provide extensive information on requirements and procedures of licensing. Additional work will be needed in terms of reforming the export procedures through sustaining and justifying the related procedures.

COUNTER NARCOTICS INTEGRITY:

Drug-related corruption appears to be a dominant source of corruption in the country, and drug-financed corruption may be undermining the state and political system through so-called “grand corruption” and “state capture”¹

¹ State capture refers to

The opium economy is both a sustainer of corruption and is itself sustained by systemic levels of corruption in different levels of the government with very high levels of corruption particularly at provincial and district levels and weak sub-national administrations. It is cited as a problem in terms of creating financial leakages in the funds available for economic assistance to farmers and in facilitating bribery of public official and the judicial system

The drug economy impacts negatively the investment climate, security and sustains the informal economy. There are worrying signs that the opium economy is supporting the insurgency activities. Thus, ignoring corruption in the implementation of drug control policies will undermine peace building efforts in Afghanistan.

As the World Bank (2006) has identified the prevalence of corruption within the illicit drugs industry represents Afghanistan’s most significant obstacle not only to the development and implementation of an effective counter narcotics strategy but also potentially beyond the opium economy itself up to the level of jeopardising Afghanistan's state-building and reconstruction.

Within counter narcotics efforts corruption distorts eradication programmes especially those targeted at the local level so they disproportionately affect the poor and those without local political connections. In addition it constrains interdiction due to bribery and corruption of local civil administrations, police, prosecution and the judiciary.

It is thus evident that corruption within counter narcotics institutions and programmes must be eradicated both to increase their potential efficacy and to restrict the extension of narcotic-related corruption in wider dimensions of the country's political, social and economic environment.

A. Mainstreaming of Anti Corruption Strategies:

In support of the achievement of the primary goal of eliminating corruption in the public and private sectors, anti corruption strategies should be mainstreamed across all government policy-making, government structures, development strategies, administrative systems and management practices.

The aim of mainstreaming Anti Corruption Strategy:

The mainstreaming of anti corruption means the incorporation of principles and specific drivers of corruption prevention into all organisational policies, strategies and procedures in order to ensure their integrity. Mainstreaming is a proactive process requiring that corruption prevention is addressed both implicitly within the design of general policies, strategies and procedures and also explicitly in the formulation of specific anti corruption measures required to reinforce the general policies and support their implementation. Mainstreaming strategies when part of a wider political and administrative reform agenda are aimed at improving the capacity of public administrations, facilitating their capability to enable public services within a budgetary framework and in support of articulated development goals.

Thus mainstreaming anti corruption involves a twin track approach to corruption prevention that requires:

- All organisational policies, strategies and procedures will be designed in a manner to prevent and contain corrupt practices;
- A robust and comprehensive system of management and financial controls are put in place to reinforce corruption prevention.
- The mainstreaming process seeks to incorporate systems and specific drivers

of corruption prevention and to address procedures that strengthen integrity, transparency and accountability within these systems. Therefore, the general aim is to integrate all anti corruption measures throughout government systems and structures.

Mainstreaming principles

- The mainstreaming of anti corruption measures requires the identification of existing corruption risks, which occur where:
- Decision makers, at all levels of the administrative structure, have a high degree and wide scope of discretionary authority that provide opportunities for corrupt practices;
- Administrative services are provided directly to the public;
- Internal or external control mechanisms are weak resulting in low levels of accountability;
- Inclusion of anti corruption issue in development policies and its implementation, including controlling and evaluating those mechanisms clearly functioning towards creation of an effective governance system, provides a regular mechanism based on principles, clarity, efficiency, integrity and accountability.

Mainstreaming Process

The mainstreaming process will be driven primarily by the three complementary and inter-dependent areas of public administration, financial management and legal reform:

Improving Public Sector Management: aimed at the creation and consolidation of a motivated,

knowledgeable, skilled, efficient and effective public service. This aim will be achieved via the introduction of administrative policies, procedures and practices that encompass merit-based recruitment and selection, performance management systems for staff supervision, development and promotion, standard operating procedures and accountability mechanisms that include codes of ethics/conduct, service level agreements and citizens' charters. This area of reform will be directed at establishing a professional public service whose standards of integrity, administrative performance, service delivery and human resource management that will be resistant to corruption. This strategic aim will be part of the Public Administration Reform under IARCSC.

Strengthening Public Accountability: aimed at increasing the transparency and accountability of procedures and controls for the management of public resources and thereby deterring corrupt practices, or increasing the likelihood of detection of those practices and generating systemic improvement to prevent their future reoccurrence. This aim will be achieved by the overhaul of current revenue administration and public procurement and expenditure management systems; increasing audit capacity and expanding audit activities to major Provinces; strengthening the mandates and capacity of the oversight mechanisms of representative institutions at national, provincial, district and community levels and building; clarifying the individual mandates and inter-relationships of the inspection and investigation bodies whose responsibilities include anti corruption and supporting an independent, strong and responsible civil society including the media. This component of anti corruption strategy will be included in strategies of Control and Audit Office, internal audit departments and Attorney General Office.

Reinforcing the Legal Framework and Judicial System: aimed at ensuring the comprehensiveness and robustness of the legal and regulatory framework in order to support activities and

measures of Afghanistan's anti corruption institutions and measures. This aim will be achieved by the systematic review of the current legislation and regulation in relation to the legal requirements of the UNCAC implementation; general capacity building within the justice sector complemented by skill and knowledge development required for handling cases involving different corrupt practices and the expansion of existing mechanisms for civil society engagement in monitoring the fairness of the judicial system's enforcement of corruption cases.

This area of reform will be provided within the framework of development strategies of Ministry of Justice, Supreme Court, Attorney General Office as well as line ministries.

The anti corruption mainstreaming process will be applied in tandem to the security sector strategy and the economic and social development sector strategies to guide their completion in order to ensure that anti corruption measures are explicitly included and implicitly reflected in their development proposals.

The Key Anti Corruption Partners

Key institutions involved in anti corruption process include ministries and institutions responsible for addressing and implementation of government reform agenda:

- As in charge of the PAR, IARCSC makes efforts to function through improving the public service administration and delivery with consideration of administrative systems and structures, policies of human resources management as well as functions and procedures of institutional capacity building.
- CAO and internal audit departments will be responsible for strengthening the government's financial control systems and its related functions.

- Ministry of Justice and Supreme Court will be responsible for strengthening the legislative framework and improving efficiency and effectiveness of justice sector and rule of law.
- AGO and Joint Anti-Bribery and Anti-Corruption Commission, as the authorities responsible for making policies for anti corruption measures through inspecting functions related to corruption within public and private sectors.
- AIHRC and representative supervisory organs for promoting linkages between civil society and political decision-making processes
- Design and mainstreaming of anti corruption measures can reduce and eliminate these deficiencies. Thus, these measures should be fully integrated into the strategy of the related sector so that the potentials for corruption are eliminated, otherwise they will prevent progress of the process. Another particular anti corruption measure is to increase strategies of this sector.
- The planned implementation of anti corruption measures, monitoring and evaluating its impacts. Anti corruption measures embodied in the anti corruption sector strategy should be f

- Effective implementation of the measures requires ongoing monitoring and evaluation of the current substantial analyses.

Mainstreaming the Anti-Corruption

The process of mainstreaming anti-corruption in sector strategies of ANDS will include:

- Measuring the extent and characteristics of corruption in sectors and substantial areas will be effective in providing an understanding on particular sources, and causes and effects of corruption in sectors, resulting in clearly identification and substantial analysis of this problem.
- Identification of administrative weaknesses within sectors, resulting in potential vulnerabilities against corruption. These weaknesses may exist at structural level throughout the government administration institutions or in individual administrative sections in terms of policy and decision making. Deficiencies in terms of implementation may result from the very complicated regulations leading to reduced transparency and accountability, and inadequate regulations and procedures. They may also exist where there is a weak administrative and financial control.

Mainstreaming: Short-term and long-term aims

The immediate aim of the Anti Corruption Mainstreaming Policy is to ensure that all ANDS Sector Strategies comprehensively incorporate corruption prevention principles and procedures into their strategies, including capacity development plans and implementation processes, in order to enhance systems of governance and support the achievement of development goals. It is then intended that this aims is extended to guide the continuing reform programme.

The long-term aim is to support the reduction of corruption and a correspondent improvement in service delivery by improving the standards of transparency, accountability and integrity to provide the foundations for a value led and performance driven public service.

Supporting the Implementation of the UNCAC:

The “blueprint” for an effective legal and institutional framework for combating corruption is provided by the requirements of the UNCAC, the first globally negotiated treaty universally

applicable to programs and frameworks for preventing, detecting, and investigating corrupt practices both within individual countries and via international cooperation.

The implementation of UN Convention Against Corruption, approved by the National Assembly, is associated with major challenges being faced by Afghanistan. Addressing the challenges requires the following path being followed by Afghanistan: development of a comprehensive framework of laws, regulations, policies and functions for both private and public sectors, and development of a coherent group of anti corruption institutions, including institutions involved in auditing, inspection, detection, investigation and prosecution, and international cooperation.

The legal and institutional framework specified for UNCAC implementation encompasses: preventive anti corruption policies and practices; preventive anti corruption body or bodies; a public sector based upon principles and practices of integrity; codes of conduct for public officials; regulated procedures for public procurement and public financial management; public reporting requirements and processes; measures to support the independence and integrity of the judiciary and prosecution services; regulation of the private sector; promotion of the participation of society in political decision-making processes and a raft of legal measures covering anti money laundering, bribery of public officials and misappropriation of public assets.

Supporting the implementation of the UNCAC involves strengthening a country's legal and regulatory framework and parallel processes of institutional capacity development based upon corruption prevention policies and practices; the development of an anti corruption body or bodies; the building of an efficient public service operating to high standards of integrity; regulated conduct of public officials; a transparent and competitive public procurement system; public

reporting of political decision-making processes; strengthening of judicial and prosecution integrity and high standards of corporate governance.

The UN Convention Against Corruption (UNCAC) focused upon the core themes of prevention, prosecution and international cooperation as well as the recovery of illicitly acquired assets.

The objectives of the United Nations Convention against Corruption are: To promote and strengthen measures to prevent and combat corruption more efficiently and effectively;

- To promote, facilitate and support international cooperation and technical assistance in the prevention of and fight against corruption, including in asset recovery;
- To promote integrity, accountability, and proper management of public affairs and property.

B. In terms of prevention:

"The Convention requires States parties to introduce effective policies aimed at the prevention of corruption. It devotes an entire chapter to this issue, with a variety of measures concerning both the public and the private sector. The measures range from institutional arrangements, such as the establishment of a specific anti-corruption body, to codes of conduct and policies promoting good governance, the rule of law, transparency and accountability.

C. In relation to criminalisation:

"The Convention requires the State parties to introduce criminal and other offences to cover a wide range of acts of corruption, to the extent these are not already defined as such under domestic law. The criminalization of some acts is mandatory under the Convention, which also requires

that State parties consider the establishment of additional offences. An innovation of the Convention against Corruption is that it addresses not only basic forms of corruption, such as bribery and the embezzlement of public funds, but also acts carried out in support of corruption, obstruction of justice, trading in influence and the concealment or laundering of the proceeds of corruption. Finally, this part of the Convention also deals with corruption in the private sector.”

D. In support of internationalisation:

“The Convention emphasizes that every aspect of anti-corruption efforts (prevention, investigation, prosecution of offenders, seizure and return of misappropriated assets) necessitates international cooperation.

The Convention requires specific forms of international cooperation, such as mutual legal assistance in the collection and transfer of evidence, extradition, and the tracing, freezing, seizing and confiscating of proceeds of corruption. In contrast to previous treaties, the Convention also provides for mutual legal assistance in the absence of dual criminality, when such assistance does not involve coercive measures. Further, the Convention puts a premium on exploring all possible ways to foster cooperation:”

E. In relation to asset recovery:

“A most significant innovation and a “fundamental principle of the Convention” (art. 51) is the return of assets. This part of the Convention specifies how cooperation and assistance will be rendered, how proceeds of corruption are to be returned to a requesting State and how the interests of other victims or legitimate owners are to be considered. The initial phases of the legal and institutional reform process are incorporated in the short-term measures National Anti Corruption Strategy, including the mainstreaming of anti corruption measures within public administration and financial management reform, the prioritised harmonisation of laws with the Constitution and UNCAC requirements, the clarification and strengthening of the institutional infrastructure and establishment of accountability mechanisms including the engagement of civil society.

The completion of the reforms required to support the effective implementation of the UNCAC represent the longer-term consolidation measures to be developed incrementally from the anti corruption strategy. This long term vision of a legal and institutional infrastructure explicitly designed and implemented to prevent corruption, promote integrity and enforce anti corruption aims to transform an environment that is currently totally conducive to corruption. The next section outlines the vision, aims and measures of the National Anti Corruption Strategy.

CHAPTER 4

NATIONAL ANTI CORRUPTION STRATEGY

Afghanistan's National Anti Corruption Strategy will be implemented in support of the following strategic vision and aims.

STRATEGIC VISION

A state administration that operates with integrity and accountability to provide an enabling environment for economic and social development, based upon the rule of law, impartiality in political decision-making, the proper management of public resources, the provision of efficient administrative systems and the active engagement of civil society.

STRATEGIC AIMS

In support of the above strategic vision the following overall strategic aims are proposed to promote transparency, accountability and integrity in the management of state institutions in the provision of administrative and public services.

- Enhancing Government Anti Corruption Commitment

- **Strategic Aim:** To build firm, consistent and credible Government commitment in the fight against corruption in Afghanistan.

- Building of Knowledge of Corruption

and Evaluating the Effectiveness of Anti Corruption Measures

- **Strategic Aim:** To build and maintain knowledge of the causes, sources and consequences of corruption in order to provide policy relevant data and analysis to inform anti corruption strategic initiatives and evaluate their implementation and effectiveness.

- Mainstreaming Anti Corruption into

Government Reforms and National Development

- **Strategic Aim:** To mainstream measures required to address the systems and incentives promoting corruption within the public administration system into all administrative reform programmes and development strategies

- Strengthening the Enforcement of Anti Corruption

- **Strategic Aim:** To strengthen the legal framework for anti corruption and build a coherent and fully capacitated system of enforcement institutions required to support the effective implementation of the UNCAC.

- Reinforcing Counter Narcotics Integrity

- **Strategic Aim:** To raise the standards of

integrity of the country's counter narcotics effort.

- Reinforcing the Integrity of Public and Business Sector Relationships.
- **Strategic Aim:** To maintain the highest level of transparency, accountability and integrity in the relationship between the public and business sector.
- Increasing Political Accountability

Strategic Aim: To increase political accountability through the development of an active and empowered civil society reinforced by strong legislature and independent oversight mechanisms. The following section identifies the strategic priorities and outline strategies required to support the achievement of these overall aims.

ENHANCING GOVERNMENT ANTI CORRUPTION COMMITMENT AND LEADERSHIP

Strategic Aim:

To sustain firm and consistent Government commitment leadership in the fight against corruption in Afghanistan

Constitution

Article 75 of the constitution mentions that one of the duties of the government is to: Maintain public law and order and eliminate every kind of administrative corruption;

Strategic Priority:

To implement measures identified in the 'Anti Corruption Roadmap' and confirmed by JCMB VI recommendations. Strategies to be implemented in support of a programme of near-term anti corruption initiatives are:

- To draft a plan for implementing the Constitutional provisions requiring declaration of assets by Government officials, including the provision that asset declarations be made public;
- To effectively implement the agreed vetting process for political appointments along with pro-active public communication about the process. A clear delineation between political and administrative appointments will be a key component of the implementation plan.
- To strengthen the existing complaints mechanism in GIAAC look for ways to have it systematized, instituting effective complaints and feedback mechanisms for individual sectors and agencies. These include opportunities for consumer complaints in relation to public service provision (electric power, water, and health), mechanisms for public complaints and feedback in regulatory processes, public hearings, media publicity about complaints mechanisms at the sector level, etc.
- To review recommendations of Inter-Institutional Committee and consolidate it with the NACS.
- To actively engage the public about the actions the Government has already taken against corruption. In addition, efforts will be enhanced to enlist civil society in anti-corruption efforts – watch-dog groups, support for additional beneficiary surveys on the delivery of public services, budget monitoring, use of religious leaders or other "leaders of thought" to focus attention on anti-corruption, etc.

Strategic Priority:

To establish a coherent anti corruption institutional infrastructure capable of achieving

national and international credibility measures to be implemented towards the creation of a coherent anti corruption institutional infrastructure are:

- To review the findings of the Inter-Institutional Committee report consultation process and the findings of the UNDP study of Institutional Arrangements for Combating Corruption in Afghanistan and to formulate proposals for an anti corruption institutional infrastructure;
- To review available analysis and evaluation of the existing anti corruption institutional infrastructure in relation to UNCAC implementation requirements and formulate recommendations for clarifying roles and responsibilities;
- To analyse the organisational, resource and capacity development requirements of measures and institutional arrangements agreed under the above strategies.

Strategic Priority

To provide continuing political support for key cross-cutting government reforms and to identify priority sectors for anti corruption initiatives. Key areas of reform to be supported are: Public administration reform, judicial reform, counters narcotics and strengthening of the external accountability mechanisms. Strategies to be implemented to confirm political support for cross-cutting reforms are:

- To require the review all current government reform programmes to evaluate and enhance their contribution to corruption prevention.
- To endorse the application of published sector-related Vulnerability to Corruption Assessments (VCAs) with required representatives of key bodies and to formulate sector corruption mitigation action plans.

- To establish review mechanisms for available data on corruption to identify key sector problems, to consult donors and initiate required remedial action.

BUILDING KNOWLEDGE OF CORRUPTION AND EVALUATING THE EFFECTIVENESS OF ANTI CORRUPTION MEASURES

Strategic Aim:

To build and strengthen knowledge of the causes, sources and consequences of corruption in order to provide policy relevant data and analysis to inform anti corruption strategic initiatives and evaluate their implementation and effectiveness.

Background

Knowledge on corruption in interim program of ANDS is perceived to be a major need for leading anti corruption activities within the government. Provision of reliable information and adoption of positive measures can lead to continuous development and implementation of functions for monitoring and evaluating the effectiveness of the strategy. Duties and responsibilities of the involved institutions in terms of data collection shall be determined considering the existing capacities.

Strategic Priority

To analyse and disseminate available data relevant to understanding corruption in Afghanistan.

The strategies to be implemented are:

- To publish all completed

Vulnerability to Corruption Assessments;

- To continue, with available financial support and publish, organisations, corruption mitigation action plans,

anticorruption prevention, and think to generate, collate and publish corruption research data;

- To conduct additional Vulnerability to Corruption Risk assessments of the public institutions with risk mitigation plans.

Strategic Priority

To identify the existing capacities and other capacities and resources needed for collecting, analysing and publishing the information related to corruption.

The strategies to be implemented are:

- To identify and evaluate existing research capacity in higher education/ research, relevant government institutions and non-governmental organisations;
- To formulate, based upon the above evaluation report, a program for the development of the research capacity required to generate and disseminate anti corruption policy relevant research, linked to the proposed UNCAC monitoring mechanism;
- To support Kabul University's social sciences departments (Faculty of Law, Faculty of Economics, and Faculty of Political Science) in conducting research regarding corruption.

MAINSTREAMING ANTI CORRUPTION INTO CROSS-GOVERNMENT REFORMS AND DEVELOPMENT

Strategic Aim:

To mainstream into administrative reform programmes measures required to address the

systems and incentives promoting corruption within the public administration system.

Government Five-year Strategic Benchmark

Governance, Rule of Law and Human Rights. Program 4: Public Administration Reform

Until 1389 (2010), the government system_ including a number of ministries_ will be restructured and reformed in order to establish a fiscally sustainable administration. IARCSC will be strengthened and duties of civil service sector will be specified in a manner that reflect reforms as the main duties.

A transparent national appointments mechanism for high-ranking officials of the central government and justice sector, provincial governors, district administrators and provincial heads of security will be established within six months, operationalized within 12 months and fully implemented within 12 months.

By the end of 1385 (2006), a number of administrative units will be examined_ aimed at helping them to achieve fiscal sustainability _ and their area of authority will be reconsidered.

By the end of 1389 (2010), mechanisms for merit-based appointments and performance based vetting for civil service positions will be implemented at all government levels, including central government, justice sector and police. Civil service will be provided with the necessary capacity building support to function more effectively. Evaluation of the annual performance of all staff (grade 2 and above grade 2) will be done by the end of 1386 (2007).

Development of Economic Management and Private Sector. Program 3: Promoting the quality of Public Financial Management

By the end of 1386 (2007), the government will improve transparency of the financial management in districts and provinces of the country through development and achievement of specific goals for financial management. Realized after agreement of and under supervision of the international community, these goals have been also included in the "pro-poor economic growth" program. In order to achieve more accountability within the government, the donors will try to increase the portion of aids directly going to Afghan government's core budget.

In the other hand, the aim is to persuade donors to increase the total portion of external assistances going to Afghan government's regular budget from 19.5% in 2005 to 50% in 2011.

Background

In order to support achieving the anti corruption aim in public and private sectors, anti corruption strategies should be integrated into structures,

development strategies, and administrative and management systems all levels of government. This means that specific principles and measures will be included in all institutional policies, strategies and procedures in order to prevent corruption. Inclusion is a dynamic process that requires addressing prevention of corruption directly in planning the general policies, strategies and procedures, and implicitly in formulating the specific anti corruption measures needed for implementing the general policies and supporting their implementation. The aim of inclusion of such strategies as part of the agenda of political and administrative reforms is to promote the capacities of governmental agencies, facilitate public service delivery considering the budget framework and support achievement of the development goals.

Strategic Priority:

To mainstream anti corruption measures into Public Administration Reform.

The strategies to be implemented in support of the mainstreaming of anti corruption into this key driver of the Government's administrative reform agenda include:

- To provide policy relevant data on corruption within public administration and its relationships with the private sector to inform mainstreaming measures in the ongoing reform programmes;
- To apply a robust public service

Integrity policy and regulatory framework, based upon the analysis of corruption data, to address existing corrupt practices within public administration.

- To incorporate corruption proofing in the design, development and implementation of areas of public administration reform, reinforced by

anti-corruption specific policies and procedures.

- To develop the human resource management capacity required to implement the Government reform programmes and mainstreamed anti corruption measures.

Strategic Priority:

To mainstream anti corruption measures into Public Financial Management Reform.

The strategies to be implemented in support of the mainstreaming of anti corruption into this key driver of the Government's financial management reform agenda include:

- To implement corruption mitigation measures identified in the Vulnerability to Corruption Assessments carried out in the Ministry of Finance's Revenue Department and Budget Department;
- To develop procurement regulatory framework, guidelines and the monitoring mechanism for the implementation of the Procurement Law;
- To implement capacity building for the public and private sectors in tendering and procurement procedures;
- To extend the coverage of financial audits of development projects;
- To reinforce audit follow-up procedures and practices.

Strategic Priority:

To mainstream anti corruption measures into the Security, Justice and the Rule of Law and Economic and Social Development Sector strategies and implementation.

The strategies to be implemented in support of anti corruption mainstreaming in the above sector strategies include:

- To implement administrative and financial reforms in a phased manner in terms of structures, procedures and sector-specific activities.

- To maintain current knowledge of the existence, scope and scale of corruption within the sector and apply its analysis and evaluation appropriately to inform policy development, prioritisation of corruption problems and implementation of corruption mitigation measures.

- To monitor the activities of sector administrative units to confirm adherence to ethical standards, professional service and staff integrity, based upon relevant laws, codes of conduct and standardised procedures and protocols

To Improve the mentioned standards through inspection and monitoring mechanisms in order to eliminate corruption and overcome problems caused by corruption in the area of socio-economic development.

- To promote human resources management capacities needed for implementing incorporated anti corruption measures.

STRENGTHENING THE ENFORCEMENT OF ANTI CORRUPTION

Strategic Aim:

To strengthen the legal framework for anti corruption and build a coherent and fully capacitated system of enforcement institutions

required to support the effective implementation of the UNCAC.

Government's Five-year Strategic Benchmark

Anti-Corruption

United Nations Convention Against Corruption will be ratified by the end of 1385 (2006) based on which the related laws within the country shall be amended by the end of 1386 (2007) and a mechanism shall be established by the end of 1387 (2008) to monitor enforcement of the amended laws.

Governance, Rule of Law and Human Rights Program 2: Justice and Rule of Law

By the end of 1389 (2010), the needed legal framework, including civil, criminal and commercial laws, will be established as per the constitution and will be made available for all judicial and legislative institutions as well as the public.

By the end of 1389 (2010), the related justice institutions throughout the Afghanistan will be operational and the average time limit for resolution of conflicts resulted from contracts between the individuals will be reduced to a possible extent.

Review and improvement of corruption related monitoring procedures, and addressing the problem of non-existence of an appropriate justice process and inadequate fulfillment of justice will be started at the end of 1386 (2006) and will be fully done by the end of 1389 (2010). These reformative measures will promote the professionalism and integrity level of key justice institutions (Ministry of Justice, judiciary, Attorney General Office, Ministry of Interior and National Security Department)

Land registration process in all administrative units and property rights registry will be started in all major urban areas and in other areas by the end of 1386 (2006) and 1387 (2008) respectively. A fair land conflicts resolution system will be established by the end of 1386 (2007). Registration of rural lands will be started at the end of 1386 (2007).

Background

The aim of strengthening the anti corruption infrastructure is to ensure that powers of the anti corruption institutions, and legal and regulatory frameworks within which they function, be effective, strong and comprehensive so that they can support implementation of the anti corruption strategy. Achievement of this aim requires reconsideration of the current laws and regulations pertaining to legal requirement of implementing UN Convention Against Corruption; promoting the general capacities in justice sector by building the necessary skills and knowledge for addressing corruption cases; and extension of the existing mechanisms designed for involvement of the private sector in monitoring the impartiality of the justice systems addressing corruption cases.

Strategic Priority:

To introduce the legal reforms required to support the UNCAC implementation, in accordance with the standards required for international cooperation.

The reform of Afghan laws to comply with UNCAC requirements will require the following measures to be implemented:

- To harmonise existing laws with the UNCAC requirements, with attention focused on completing a few high-priority legislative items in this year. These include a Law on International Judicial Cooperation and amendments to the Penal Code from

Article 254 to Article 279, in accordance with Chapters III and IV UNCAC;

- To introduce, on a planned, phased basis, the additional legislation(s) required for the implementation of the UNCAC.
- To review the laws and regulations in order to remove existing anomalies and harmonise all laws with the Constitution. Priority will be given to the revision of the law of Anti-corruption and Bribery, Criminal law, and Civil Law.

Strategic Priority:

To establish a coherent, comprehensive, robust and resourced infrastructure of anti corruption organisations based upon complementary individual mandates and clear inter-relationships.

An effective infrastructure of anti corruption agencies will require the following strategies to be implemented:

- To complete a comprehensive review of criminal laws to remove existing anomalies in the individual roles and inter relationships of the bodies with anti corruption related responsibilities;
- To resolve the above role and responsibility issues by organisational restructuring and required areas of capacity development;
- To complete the required infrastructure of anti corruption organizations by establishing: sub-national component of principal anti corruption institutions; specialized anti-corruption departments of AGO in the centre and provinces; and High Level Oversight Committee;
- To introduce a monitoring mechanism to guide the implementation of the UNCAC;

- To improve levels of cross-border cooperation and coordination in relation narcotics smuggling and related corruption.

Strategic Priority:

To strengthen, without prejudice to judicial independence, the integrity of the prosecutors and judiciary and the prevention of corruption

The following strategies to be implemented:

- To introduce and implement codes of conducts for all justice institutions, enforced by fully functioning professional standards, oversight, disciplinary mechanisms.
- To improve, by training, the professional competence and integrity of judges.
- To implement pay grading reform in support of improved pay, conditions and career structure for prosecutors and the lower levels of the Judiciary;
- To streamline internal case management and court procedures to improve due process and to reduce corruption risks within the system of justice.
- To improve the transparency and accountability of the service provision of the justice institutions by streamlining their internal procedures, improving recording and case management systems, adaptation of the computerized case management and information systems, developing centralized corruption cases database;
- To enhance the personal security of judges and other related institutions personnel from the threats and violence;
- To raise and meet public awareness as to the standards of performance and probity to be expected from justice professionals;

REINFORCING COUNTER NARCOTICS INTEGRITY

Strategic Aim:

To raise the standards of integrity of the country's counter narcotics efforts.

Government's Five-year Strategic Benchmark

Counter Narcotics

By the end of 1389 (2010), the government will increase number of detainees, and prosecutions of narcotics traffickers and corrupted officials. It will also promote its knowledge and information on those involved in narcotics traffic and promote selection approach for appointments in central and provincial agencies- as part of the appointments mechanism.

Background

A narcotics-dependant economy is a strong and stable source of corruption. Through extensive level of corruption, this phenomenon has been strengthened systematically at all levels of government, particularly provinces and districts and even in their weak agencies. This is perceived a problem causing financial deficit in the existing economic funds for the farmers and as facilitators of bribery by the staff and the justice system. The narcotics economy diversely affects the investments environment and security and perpetuates the illicit economy within the country. This is predominantly shown by the insecurity and everlasting extension of illicit activities; it also encourages war and violence. Therefore, disregard of corruption while implementing narcotics controlling policies will destroy the foundation for peace within Afghanistan.

Strategic Priority:

To raise the standards of professional and ethical conduct of officials working in counter narcotics institutions and in the administration of counter narcotics programmes.

Improving professional and ethical conduct of officials within counter narcotics institutions and programmes will be directed at senior and operational levels in relation to the following strategies in support of a fully capacitated and functioning counter narcotics infrastructure, operating at national, provincial and district levels;

- To introduce and implement a clear and transparent national appointments mechanism for all senior level appointments to the central government and the judiciary, as well as for provincial governors, chief of police, district administrators and provincial heads of the security.
- To establish the leadership of counter narcotics institutions within robust performance management and disciplinary systems to monitor staff integrity and professional conduct.

Strategic Priority:

To undertake effective proactive investigations and appropriate action against officials working in counter narcotics institutions and programmes suspected of corruption. The Government will take measures to improve the effectiveness and credibility narco-corruption investigations and to strengthen the integrity of judges and prosecutions of drug traffickers in order:

- To increase the number of arrests and prosecution of trafficker and corrupt counter narcotic officials;

- To establish provincial AGO offices and specialised units at the AGO headquarters to target cases of corruption, narcotics, prosecutor ethics code violations and police and correction officer misconduct;

- To create tribunals for drug traffickers;

- To improve the information base

concerning those involved in the drugs trade, with a view to enhancing the selection system for national and sub-national public appointments.

Strategic Priority:

To strengthen the counter-narcotics legislative and regulatory framework. Efforts will continue to strengthen counter narcotics legislation via the implementation of the following strategies:

- To introduce and implement a robust counter-narcotics law, which lays out significant penalties for corruption and bribery associated with drug trafficking;

- establishes the procedures for investigating and prosecuting major drug-trafficking offences;

- Establishing new courts for narcotics traffickers and legal counter narcotics commissions.

- To enact and implement Anti-Money Laundering/Combating the Financing of Terrorism legislation.

REINFORCING THE INTEGRITY OF PUBLIC AND PRIVATE SECTOR RELATIONSHIPS

Strategic Aim:

To maintain the highest level of transparency, accountability and integrity in the relationship between the public and private sector.

Economic Monitoring and Private Sector Development Program: Program 4: strengthen the investment environment

All the laws, regulations and procedures related to investment will be simplified and harmonized by Jaddi 1385 (end- 2006) and implemented by Jaddi 1386 (end-2007). New laws of commercial organizations will be introduced in the National Assembly by Jaddi 1386 (end-2007). Government's strategy of selling state-owned enterprises will be implemented by Jaddi 1385.

Economic Monitoring and Private Sector Development Program - Program 6: Market and Financial Services

International regulations cautiously approved for central parts of the banking sectors and non-banking financial institutions will be improved by Jaddi 1386 (end-2007). Monitoring the work of Da Afghanistan Bank will be more strengthened until Jaddi 1386 (end-2007). Construction of the state commercial banks will be completed by Jaddi 1385 (end-2007). Those state banks which have not regained license will be disbanded at the end of 2006.

Background

The extensive aim of anti corruption is shared between private and public sectors. Factors such as lack of transparent and responsible institutions, procedures and regulations on one hand, and misconduct of the private sector on the other hand,

prevent fulfillment of this goal. Some forms of corruption in the private sector are: paying bribe to get the permit for carrying the goods across the borders without checking or search, or paying money or gift to those in charge to help the briber gain his/her interests. Corruption in the private sector prevents free trade, causes public mistrust in the government resulting in reduced levels of national and international investments within the country, and prevents growth and encouraging the private sector for a better service delivery and importing quality goods.

Strategic Priority:

To establish an open, consistent and transparent business environment through an efficient regulatory and licensing regime for business and trade complemented by. Standards of corporate governance based upon international best practice.

The strengthening of the legal and regulatory framework for corporate governance will be reviewed and revised in order to reduce corruption in the private sector and in its relations with the public administration system in relation to the following strategies:

- To achieve an increased level of formalisation and in business activities in all sectors of the economy;
- To streamline regulatory business and trade environment with simplified licensing procedures based upon reducing the administrative burden to businesses to minimum levels;
- To promote increased levels of integrity and authority in corporate professionals;
- To create a comprehensive and transparent framework of corporate governance regulations and procedures to international best practice standards.

- To develop practices and procedures to combat money laundering and terrorism financing.

Strategic Priority:

To establish and maintain a regular and constructive dialogue between government and the private sector on corruption issues and approaches to anti corruption.

Government will promote a continuing dialogue with the private sector on corruption and related issues and common anti corruption initiatives in relation to the following strategies:

Strategic Priority:

To support an equitable system of land ownership

Reducing the regulatory and bureaucratic complexity of the property ownership process is a key element to promoting effective property rights. The government will also plan adequately for future land development and will improve integrity in land ownership, sale and usage in relation to the following strategies:

- To reduce impediments to accessing land complemented by controls on holding non-productive land for speculative purposes.
- To establish equitable dispute resolution mechanisms and a transparent system for enforcing judicial decisions.

Strategic Priority:

To develop effective systems for product/service standards control and consumer protection. The implementation of effective policies and the development of institutions in the area of standards, regulation and consumer protection is

an important part of ensuring both the equitable operation of a domestic market and also the enablement of exporters to meet increasingly stringent international standards required for access to international market.

Consumer protection will be improved by the following strategies:

- To establish an effective legislative framework for consumer protection in relation to products and services;
- complaints and redress mechanisms and bodies.

INCREASING POLITICAL ACCOUNTABILITY

Strategic Aim:

To increase political accountability through the development of an active and empowered civil society reinforced by strong legislature and independent oversight mechanisms.

Government's Five-year Strategic Benchmarks

Governance, Strengthen Law Enforcement and Human Rights. Program 1: Strengthen National Assembly

Professional and administrative support of National Assembly will be done during the first half of Jaddi 1385 (mid- 2006) so that it can fulfill its mandated duties and roles legally and more effectively. The Afghanistan Independent Electoral Commission will have the high integrity, capacity and resources to undertake elections in an increasingly fiscally sustainable manner at the end of Jaddi 1387 (end-2008). It will also cover costs of the forthcoming elections to the extent possible. At the end of Jaddi 1388 (end-2009), the commission will start registration of the voters and giving them the National Identity Cards.

Gender Equality

National Action Plan for Women will be fully implemented by the end of 2010 and participation of women in all state agencies, including selected and civil service agencies, will be promoted.

The Economic System and Development of Private Sector - Program 1: Establishment of Medium Term Financial Framework

The Medium Term Financial Framework guides all budget resources allocations since 1378 (2008-2009). The medium term framework for expenditures of 1388 budget (2009-2010) and budgets of the subsequent years will be provided by the government.

Education - Program 4: Culture, Media and Sport

During Jaddi 1389 (end-2010) media will be independent and accessible to the public, both males and females, throughout the country, in order to improve the democratic society in Afghanistan.

Governance, Strengthen Law Enforcement and Human Rights - Program 4: Public Administration Reforms

A reliable database for all sources will be established at the first quarter of 1386 (mid-2007) that will record the capacities built and the progress made in the area of capacity building.

Background

Corruption is perceived to be the result of a developing and weak government. Therefore, Afghanistan is the heritage of a quarter of a century of tensions and conflicts between the governmental institutions, improper financial provision of the conflicts through various resources, historical tensions among different

racess and ethnics, and illegal growth of economic activities.

In the present situation where Afghanistan is experiencing democracy and seeks to achieve political maturity, there are still some people who try to misuse this process and encourage illegitimate and non-democratic slogans.

IWA's 2007 survey revealed three levels of corruption: first, appointment of unqualified and unprofessional staff for various positions at national and provincial levels of government; second, buying votes in the elections; third, financial and commercial relations between parliament members and political treaties without accountability.

Administrative corruption generally constitutes a major obstacle for development of governmental entities and threatens the process of normalization, reconstruction and development of Afghanistan.

Strategic Priority:

To maintain a free and fair political system based upon credible political parties, political competition and integrity of the election process.

The foundations of political authority and accountability lie in the creation and maintenance of a competitive political system legitimised by the highest achievable levels of election integrity. This foundation, already in place in Afghanistan, will be further reinforced via the following strategies:

- To revise the Electoral Law and in alignment with the Constitution with special consideration to the integrity of the candidates.
- To enhance the integrity of Independent Electoral Commission by developing the required capacity, resources of the Commission and establishing consultation

process with the representatives of the civil societies and political parties.

- To establish a mechanism for ensuring the transparency of party and candidate financing.

Strategic Priority:

To regulate and monitor the conduct of elected officials at all levels of government The integrity of elected officials will be raised by the following strategies:

- To implement a clear and transparent appointment of political and senior administrative appointments;
- To establish a functioning system for the declaration, verification and publication of assets held by Government officials, as specified under the Constitution and required for the UNCAC implementation.

Strategic Priority:

To develop effective legislative oversight mechanisms and procedures

The further strengthening of legislative oversight mechanisms will require the following measure:

- To develop a fully capacitated and functioning National Assembly in relation to its oversight bodies and processes for budgeting, judicial reform, public administration reform and corruption complaints;
- To establish collaboration mechanism between the members of the National Assembly and the civil societies.

Strategic Priority:

To increase public awareness of the existence,

causes and consequences of corruption across all economic sectors and related areas of government and an empowered civil society including independent media to support their involvement in the monitoring of, the political decision-making processes.

Government must raise awareness of the existence, causes and consequences of corruption as the basis for building up intolerance of, and resistance to, corruption. In addition efforts will be needed to enlist civil society in anti corruption efforts. Increased levels of public awareness and engagement will require the following measures:

- To increase public intolerance of, and resistance to, corruption in all sectors of the economy and all areas of national, provincial and district level public administration;
- To encourage the 'demand side' of governance via the development of government –civil society dialogue and linkages to policy development; exercising the right of access to the public information and freedom of expression;
- To provide an enabling environment for media to be able to contribute independently and responsibly to the exposure of corruption;
- To establish anti-corruption consultation at all tiers of the government with the active participation of the civil society.
- To implement, as required under the constitution, the legal right of access to public information and the exercise of freedom of expression including a free media.

ANTI CORRUPTION MEASURES

The development of a National Anti Corruption Strategy will involve cross-governmental, sectoral

and institutional and reforms designed and implemented not only to reduce extant corruption but to design and implement a governance system that at best removes the risk of corruption occurring in the first place or at least makes it easier to prevent and detect when it does occur. This is the principle of deterrence: making corruption a high risk – low return activity

This principle is implemented by designing out corruption by putting in place within the public administration system a range of anti-corruption institutions and measures that include e.g.:

- Ethical codes – Leadership, wealth declaration, public-private conflict of interest, codes of conducts for public servants;
- Improved remuneration and tenure for public servants;
- Administrative reform, improved efficiency and transparency, including a public service performance management systems and disciplinary procedures;
- Government policy and programme reform, marketisation and privatisation
- Improved public procurement;
- Improved public audit.

The policy framework and initial corruption measures included in the strategy represent, the foundation for a longer-term and more comprehensive strategy based upon following framework.

The following section outlines a programme of key measures that will represent the principal components of the foundation strategy, based upon actions identified in the Anti Corruption Roadmap and components from relevant sector and ministry strategies that will directly drive the government reforms required to combat existing

corruption or contribute significantly to the longer term detection, deterrence and prevention of corruption by:

- Building corruption prevention commitment, capacity and capability via tangible actions from Government; building up knowledge on corruption and the effectiveness of anti corruption efforts; mainstreaming anti corruption within the reform of the structures and processes of Afghanistan's public administration and public financial management systems;
- Building corruption enforcement in terms of investigation and prosecution commitment, capacity and capability via legislative reform, clarification of the anti corruption institutional framework and required areas of capacity development including areas to required to support international cooperation;
- Reinforcing the integrity of the country's counter narcotics institutions and programmes,
- Building integrity within the business sector and in the relationship between public and business sector.
- Building an engaged, empowered and active civil society that can, with the support of legislative and independent oversight mechanisms, promote greater political accountability.

Key measures are identified in each of the areas for the initiation of an anti corruption strategy based upon the strategic vision, aims and priorities.

The recommended measures are proposed to be undertaken in the short-term period (up to two years) and mid-term measures (up to five years). The strategy concentrates on short-term in order to demonstrate commitment to anti corruption and lead to the development of an anti corruption legal and institutional framework to provide the foundation for the design and implementation of longer-term strategic initiatives.

Building Government Anti Corruption Commitment

Strategic Aim: To build and sustain firm and consistent Government commitment leadership in the fight against corruption in Afghanistan				
Strategic Priority	Short-Term Measures -1389 (end 2010)	Responsible Institution(s)	Mid-Term Measures -1392 (end 2013)	Responsible Institution(s)
To formulate and implement a near-term anti corruption action plan based upon the areas identified in the 'Anti Corruption Roadmap' and confirmed by JCMB VI recommendations..	Inter-Institutional Committee Report. Publish report and recommendations. Undertake consultations based upon its findings. Assign responsibility for formulating an action plan based upon agreed recommendations and Roadmap/JCMB recommendations. to include: Follow-up on audit findings, Establishing complaints mechanisms; Expanding the role of ARTF in monitoring Procurement. Implement the agreed action plan under the supervision of the designated individual or body.	Office of the President		
		President and designated individual or body. JCMB secretariat		
		As assigned by designated individual or body. GIAAC		
	UNCAC Implementation. Formulate proposals to establish a monitoring mechanism to support implementation of the UNCAC.	JCMB secretariat		
To establish a coherent anti corruption institutional infrastructure capable of achieving national and international credibility.	Anti Corruption Institutional Infrastructure. Establish a high level committee to review the findings of the post Inter-Institutional Committee report consultation process and the findings of the UNDP study of Institutional Arrangements for Combating Corruption in Afghanistan and to formulate proposals for an anti corruption institutional infrastructure Anti Corruption Institutional Infrastructure. Analysis of organizational, resource and capacity development requirements of above proposals.	Presidential Committee. Office of Administrative Affairs. IARCSC		
	Cross Cutting Government Reforms. Review all current government reform programmes to evaluate and enhance their contribution to corruption prevention. Anti Corruption Priority Sectors. Endorse the use of published sector related Vulnerability to Corruption Assessments (VCA) and require sector corruption mitigation action plans. Establish review mechanisms for available data on corruption to identify key sector problems, to consult donors and to require remedial action.			
To provide continuing political support for key cross-cutting government reforms and to identify priority sectors for anti corruption initiatives.		Donors. GIAAC. Relevant line ministries and key sector organizations.		

Building Knowledge of Corruption and the Effectiveness of Anti Corruption Measures				
Strategic Aim: To build and maintain knowledge of the causes, sources and consequences of corruption in order to provide policy relevant data and analysis to inform anti corruption strategic initiatives and evaluate their implementation and effectiveness.				
Strategic Priority	Short-Term Measures -1389 (end 2010)	Responsible Institution(s)	Mid-Term Measures -1392 (end 2013)	Responsible Institution(s)
To analyse and disseminate available data relevant to understanding corruption in Afghanistan.	Corruption and Anti Corruption Knowledge. Publish all completed Vulnerability to Corruption Assessments. Continue, with available financial support, to generate, collate and publish corruption research data.	World Bank, To be confirmed.		
	Vulnerability to Corruption Assessments Vulnerability to Corruption Risk assessments of the justice institutions will be conducted and risk mitigation plans will be implemented. Current Research Capacity Evaluation.	MOI, GIAAC, AGO, MOJ, SC		
	To identify existing research capacity and additional capacity and related resource needs required to collect, collate and disseminate information on corruption.	Ministry of Higher Education		
To establish the research capacity required maintains current knowledge of corruption and implement effective evaluation of the effectiveness of anti corruption measures.	Research Capacity Building. Formulate, based upon the above evaluation report, casted proposals for the development of the research capacity required to generate and disseminate anti corruption policy relevant research, linked to the proposed UNCAC monitoring mechanism.	Ministry of Higher Education, GIAAC.		
	Study on the impact of corruption on Gender Power Relations and best on international best practices on Women's Participation in Anti Corruption efforts..			

Mainstreaming Anti Corruption into Cross-Government Reforms and Development.

Strategic Aim: To mainstream into all administrative reform programmes measures required to address the systems and incentives promoting corruption within the public administration system and Development Activities.				
Strategic Priority	Short-Term Measures - 1389 (end 2010)	Responsible Institution(s)	Mid-Term Measures - 1392 (end 2013)	Responsible Institution(s)
	Anti Corruption Training. Incorporate corruption awareness and prevention into appropriate staff training and development programmes	IARCSC	Government Restructuring. Reorganize the overall Government ministries and office structure at national and sub-national levels.	IARCSC
	Civil Service Laws and Regulations. Evaluate the current civil service legal framework to identify measures to improve standards of staff integrity and performance.	IARCSC	IARCSC Capacity Building. Strengthen the capacity of the Civil Service Commission in support of role in promoting service integrity performance standards and professional competencies.	IARCSC
	Appointments Procedures. Evaluate the operation of the current appointments procedures for junior and senior staff to identify potential vulnerabilities to corruption.	IARCSC	Internal Reorganization. Internally restructure ministry and office functional units to reflect core service and administrative responsibilities.	IARCSC, all Government ministries and agencies and their sub-national units.
	Code of Conduct Implementation. Review the implementation of the Code of Conduct for Civil Servants to assess its effectiveness.	IARCSC	Regarding. Re-grade positions within the new functional structures to reflect required administrative roles and responsibilities	IARCSC
	Computerization of Staff Records. Introduce a computerized human resources management information system (MIS)	IARCSC	Human Resource Management Functions. Strengthen the human resource management (HRM) function within all Government ministries and offices.	IARCSC
	Performance Management Reviews. Implement performance based reviews for the civil service at all levels of government, the Judiciary and the police	IARCSC	Civil Service Laws and Regulations. Complete and implement a comprehensive civil service legal framework of regulations for HRM procedures; pay and grading; pensions and retrenchment.	IARCSC
	Performance Management Evaluation. Evaluate the operation of the civil service performance management systems in relation to staff integrity and performance.	IARCSC	Appointments System.. Implement a transparent and accountable merit-based appointment system of all appointments to national and sub-national government positions and to the Judiciary	IARCSC
	Budgeting. Implement corruption mitigation measures identified in the Vulnerability to Corruption Assessment	Budget Department, Ministry of Finance	Budgeting. Continue institutional capacity development programme. Introduce programme based budgeting	Budget Department, Ministry of Finance, Line ministries.
	To mainstream anti corruption measures into Public Financial Management Reform.			

Mainstreaming Anti Corruption into Cross-Government Reforms and Development.

Strategic Aim: To mainstream into all administrative reform programmes measures required to address the systems and incentives promoting corruption within the public administration system and Development Activities.

Strategic Priority	Short-Term Measures -1389 (end 2010)	Responsible Institution(s)	Mid-Term Measures -1392 (end 2013)	Responsible Institution(s)
To mainstream anti corruption measures into the development of the Security, Justice and the Rule of Law and the Economic and Social Development strategies.	Revenue and Customs. Implement corruption mitigation measures identified in the Vulnerability to Corruption Assessments	Revenue Department, Customs Department Ministry of Finance	Revenue and Customs Continue Revenue Reform Programme	Revenue Department, Ministry of Finance
	Procurement. Develop the regulatory framework, procurement guidelines and the monitoring mechanism for the implementation of the Procurement Law. Implement capacity building for the public and private sectors.	Procurement Policy Unit Ministry of Finance	Procurement. Continue institutional capacity development programme.	Procurement Unit Ministry of Finance
	Audit and Control. Extend the coverage of financial audits of development projects. Reinforce audit follow-up procedures and practices.	General Directorate of Audit and Control.	Audit and Control. Continue institutional capacity development programmes.	General Directorate of Audit and Control. Internal Audit, Ministry of Finance.
	Sector Corruption Risk and Mitigation Analysis. Collate and analyze existing sector-related corruption surveys and vulnerability to corruption assessments. Pilot surveys in high corruption prone areas identified in the sector.	Sector Ministry/ Agency		
	Identify key corruption mitigation measures required for the sector. Public Administration and Public Financial Management Reform Implementation. To apply the cascaded structural, procedural, regulatory and human resource management reforms to the administration of the sector.	Sector Ministry/ Agency		
Sector Capacity Development Identify capacity development needs and implement the organizational and staff development required to implement mainstreamed anti corruption measures	Sector Management. Monitor the activities of sector administrative units to confirm adherence to ethical standards, professional service and staff integrity, based upon relevant laws, codes of conduct and standardized procedures and protocols	Sector Ministry/ Agency		

Strengthening the Enforcement of Anti Corruption

Strategic Aim: To strengthen the legal framework for anti corruption and build a coherent and fully capacitated system of enforcement institutions required to support the effective implementation of the UNCAC.

#	Strategic Priority	Short-Term Measures 1389 (end 2010)	Responsible Institution(s)	Mid-Term Measures 1392 (end 2013)	Responsible Institution(s)
	To introduce the legal reforms required to support the UNCAC implementation, in accordance with the standards required for international cooperation.	Prioritization of Laws with UNCAC All domestic Afghan laws that need to be harmonized with the international anti-corruption standards including UNCAC.	MOJ, National Assembly.	Legislative framework of anticorruption will be completed.	
		Harmonization of Laws with the Constitution Existing laws will be harmonized with the constitution. Priority will be given to the harmonization and revision of the law of Anti-corruption and Bribery, Criminal law, and, Civil Law	National Assembly, MOJ, President's Office.	All relevant anticorruption domestic laws will be harmonized with the international anti-corruption standards including UNCAC. (date to be determined after prioritization)	MOJ, National Assembly, President's Office.
				All laws will be fully consent with the constitution by 1391.	MOJ, The National Assembly, The President's Office
Na	To establish a coherent, comprehensive, robust and resourced infrastructure of anti corruption organizations based upon complementary individual mandates and clear inter-relationships.	Clarification of AC Institutions Mandates Individual anticorruption institutions' legal mandates will be confirmed and clarified; subsequently the required legislative changes to support rationalization of anticorruption institutions will be made.	National Assembly, MOJ, AGO, SC, IARCSC, GIAAC, CAO, MOF, MOI	Cap Dev inst infra	
		Restructuring of AC Institutions All anticorruption institutions will be restructured based on their revised mandates.	OAA, MOJ, SC, AGO, IARCSC, GIAAC, CAO, MOF, MOI.		
		Capacity Development Joint or individual institution capacity development programs on anticorruption best practices will be designed and implemented. Specialized training will be provided on cross-border and international investigations and prosecutions of corruption.	MOJ, SC, AGO, IARCSC, GIAAC, CAO, MOF, MOI.		
		Sub-national AC Institutions Sub-national components of principal anticorruption institutions will be established and well resourced in some provinces. (PDP)	Independent Directorate of Local Governance MOJ, SC, AGO, IARCSC, GIAAC, CAO, MOF, MOI.	Sub-national components of principal anticorruption institutions will be established in most provinces. (PDP)	Independent Directorate of Local Governance, MOJ, SC, AGO, IARCSC, GIAAC, CAO, MOF, MOI.
		Specialized AC Department of AGO A well equipped and resourced, specialized anti-corruption department in the AGO to investigate and prosecute corruption will be established.	AGO, OAA		
		High Level Oversight Committee A multi-agency, high level oversight committee to provide a single monitoring and leadership on anticorruption will be established.	SC, AGO, MOJ, MOF, CAO, MOI, IHRC, SC, National Security, GIAAC. To be confirmed.		
		UNCAC Monitoring UNCAC monitoring mechanism will be designed and operationalized.	GIAAC, JCMB Secretariat		

Strengthening the Enforcement of Anti Corruption

Strategic Aim: To strengthen the legal framework for anti corruption and build a coherent and fully capacitated system of enforcement institutions required to support the effective implementation of the UNCAC.

#	Strategic Priority	Short-Term Measures 1389 (end 2010)	Responsible Institution(s)	Mid-Term Measures 1392 (end 2013)	Responsible Institution(s)
	To strengthen, without prejudice to judicial independence, the integrity of the prosecutors and judiciary and the prevention of corruption.	Judicial Codes of Conduct Code of conducts of all justice institutions will be adapted (1388) and enforced by professional standards, disciplinary and oversight mechanisms will be in place by end of 1388.	MoJ, SC, AGO		
		Complaints System Confidential and anonymous public nationwide complaints system for judges, prosecutors and defense lawyers will be established in each justice institution..	MOI, MOJ, GIAAC, SC, AGO		
		Judicial AC Training Training provided to judges and a number of prosecutors to anti-corruption best practices in other countries.	AGO, SC		
		Awareness Campaign Public awareness programmes regarding the expected role and responsibilities, standards of performances and probity of each justice institutions will be developed at the central and provincial levels.	MOI, AGO, MOJ, SC, GIAAC		
		Security of Judicial Personnel A comprehensive security programme to protect judges and other justice personnel will be developed and implemented.	SC, MOJ, AGO.		
		Pay and Grading Reform Pay and grading reform of the relevant justice institutions will be completed with improved salaries, benefits and work conditions.	MOI, MOJ, AGO, SC		
		Streamlined Internal Processes All justice institutions will have streamlined internal processes.	MOI, AGO, MOJ, SC		
		Record and Case Management System Accurate records and management for all process in all departments of all justice institutions will be established.	MOI, MOJ, AGO, SC, GIAAC.		
		National and Sub-national Information System Transparent information and records management systems between the centre and provinces will be established, including the development of a centralized corruption cases database.	GIAAC, AGO, MOJ, MOI, CAO, SC		
		Computerized Database System Corruption case management will improve with the adaptation of measures such as computerized case management and information system.	MOJ, AGO, SC, GIAAC, MOI		

Reinforcing Counter Narcotics Integrity.					
Strategic Aim: To raise the standards of integrity of the country's counter narcotics effort.					
#	Strategic Priority	Short-Term Measures	Responsible Institution(s)	Mid-Term Measures	Responsible Institution(s)
	To raise the standards of professional and ethical conduct of officials working in counter narcotics institutions and in the administration of counter narcotics programmes.	<p>Political Appointments</p> <p>A clear and transparent national appointments mechanism for all senior level appointments to the central government and the judiciary, as well as for provincial governors, chief of police, district administrators and provincial heads of the security will be established and implemented.</p>	IARCSC, High Level Appointment Board	????	
	To undertake effective proactive investigations and appropriate action against officials working in counter narcotics institutions and programmes suspected of corruption.	Increase the number of arrests and prosecutions of traffickers and corrupt officials, and will improve its information base concerning those involved in the drugs trade, with a view to enhancing the selection system for national and sub-national public appointments.	MOI,		
		The procedures for investigating and prosecuting major drug-trafficking offences will be established.	MOI,		
		New tribunals for drug traffickers and drug regulation commissions will be created.	MOI		
		Provincial AGO offices and specialized units at the AGO headquarters to target cases of narcotics, prosecutor ethics code violations and police and correction officer misconduct will be established.	AGO		

Reinforcing Counter Narcotics Integrity.					
Strategic Aim: To raise the standards of integrity of the country's counter narcotics effort.					
#	Strategic Priority	Short-Term Measures	Responsible Institution(s)	Mid-Term Measures	Responsible Institution(s)
	To strengthen the counter-narcotics legislative and regulatory framework.	The effective implementation of a robust counter-narcotics law, which lays out significant penalties for corruption and bribery associated with drug trafficking.	MOJ		
		UNCAC Legislative Reform Enact Anti-Money Laundering/Combating the Financing of Terrorism legislation.	MOJ		

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#	Strategic Priority	Short-Term Measures	Responsible Institution(s)	Mid-Term Measures	Responsible Institution(s)
	To raise the standards of professional and ethical conduct of officials working in counter narcotics institutions and in the administration of counter narcotics programmes.	<p>Political Appointments</p> <p>A clear and transparent national appointments mechanism for all senior level appointments to the central government and the judiciary, as well as for provincial governors, chief of police, district administrators and provincial heads of the security will be established and implemented.</p> <p>Increase the number of arrests and prosecutions of traffickers and corrupt officials, and will improve its information base concerning those involved in the drugs trade, with a view to enhancing the selection system for national and sub-national public appointments.</p>	IARCSC, High Level Appointment Board	????	
	To undertake effective proactive investigations and appropriate action against officials working in counter narcotics institutions and programmes suspected of corruption.	<p>Increase the number of arrests and prosecutions of traffickers and corrupt officials, and will improve its information base concerning those involved in the drugs trade, with a view to enhancing the selection system for national and sub-national public appointments.</p> <p>The procedures for investigating and prosecuting major drug-trafficking offences will be established.</p> <p>New tribunals for drug traffickers and drug regulation commissions will be created.</p> <p>Provincial AGO offices and specialized units at the AGO headquarters to target cases of narcotics, prosecutor ethics code violations and police and correction officer misconduct will be established.</p> <p>The effective implementation of a robust counter-narcotics law, which lays out significant penalties for corruption and bribery associated with drug trafficking.</p> <p>UNCAC Legislative Reform</p> <p>Enact Anti-Money Laundering/ Combating the Financing of Terrorism legislation.</p>	MOI,		
			MOI,		
			MOI		
			AGO		
			MOJ		
	To strengthen the counter-narcotics legislative and regulatory framework.		MOJ		

Increasing Political Accountability.					
Strategic Aim: To increase political accountability through the development of an active and empowered civil society reinforced by strong legislature and independent oversight mechanisms.					
#	Strategic Priority	Short-Term Measures 1389 (end 2010)	Responsible Institution(s)	Mid-Term Measures 1392 (end 2013)	Responsible Institution(s)
	To maintain a free and fair political system based upon credible political parties, competition and integrity of the election process.	Revision of Electoral Law Electoral law will be revised in alignment with the requirements of the constitution. .	National Assembly, MOJ		
		Enhancing the Integrity of Electoral Commission The Afghanistan Independent Electoral Commission will have the high integrity, capacity and resources to undertake elections in an increasingly fiscally sustainable manner.	IEC		
		Transparency of Party Financing Mechanism for ensuring the transparency of party/individual candidate financing well established.	IEC		
		Political Appointments A clear and transparent national appointments mechanism for all senior level appointments to the central government and the judiciary, as well as for provincial governors, chief of police, district administrators and provincial heads of the security will be established and implemented. Asset/Interest Declaration In support of UNCAC implementation an effective system for asset registration, monitoring and a platform for publicizing the information for senior civil servants, judges, ministries, deputy ministers and other high ranking position will developed.	IARCSC, IDLG SC, GIAAC		
	To develop effective and independent legislative oversight mechanisms and procedures.	National Assembly AC Technical Support The National Assembly will be provided with technical support to fulfill effectively its monitoring and oversight role of corruption.			
		Civil Society and National Assembly Engagement Collaboration mechanism between the members of the National Assembly and the civil societies who are involved on AC issues will be established.	National Assembly		
		National Assembly Integrity. To establish a monitoring mechanism to provide confirmation of the voting records of National Assembly members.			

Increasing Political Accountability.					
Strategic Aim: To increase political accountability through the development of an active and empowered civil society reinforced by strong legislature and independent oversight mechanisms.					
#	Strategic Priority	Short-Term Measures 1389 (end 2010)	R e s p o n s i b l e Institution(s)	M i d - T e r m Measures 1392 (end 2013)	R e s p o n s i b l e Institution(s)
	To increase public awareness of the existence, causes and consequences of corruption across all economic sectors and related areas of government and an empowered civil society including independent media to support their involvement in the monitoring of the political decision-making processes.	Anti-corruption Awareness Raising A national anti-corruption awareness raising campaign in relation to public utilities and services will be launched	GIAAC		
		Key corruption issues that were raised during the ANDS sub-national consultations will be addressed.	GIAAC		
		Anti-corruption Consultations Consultation mechanisms at all tiers of the government with the active participation of the civil society will be established.	GIAAC		
		Civil Society Engagement Support for civil society engagement will be strengthened.	MOJ, MOE		
		Media Capacity Training The capacity of the media organizations and journalists to responsibly and accurately report on anti-corruption cases to the public will be strengthened.	?		
		The right of Access to Public Information The legal framework required for exercise of the right of access to the public information as provided under the constitution will be put in place, distributed to all judicial and legislative institutions, and made available to the public and, implemented.	MOJ, MOI&Y To be confirmed.		
		Freedom of Expression The exercise of freedom of expression, including freedom of media will be strengthened	MoIC		
		Complaint Mechanisms A mechanism for following up on complaints with regards to corruption will be established.	GIAAC, NA, IARCSC		

CHAPTER 5

RATIONALIZATION OF THE INSTITUTIONAL FRAMEWORK FOR THE DEVELOPMENT AND IMPLEMENTATION OF THE NATIONAL ANTI CORRUPTION STRATEGY

This section outlines proposals on the rationalisation of the institutional framework for strengthening integrity in the country. The proposals are intended to support the consultations and decisions, as outlined in the anti corruption strategy and implementation plan, to be undertaken by the Government of Afghanistan to clarify the anti corruption infrastructure as outlined in the anti corruption strategy and implementation plan.

The proposals, for government consideration and consultation as part of the strategy development process, were developed in a study visit conducted by a team composed of staff of UNDP and members of the ADB ANDS anti corruption strategy project based upon a series of discussions and meetings with representatives of key government institutions.¹

The report presents recommendations related to the mandates and relationships of the various institutions involved in the entire process of corruption detection, investigation, prosecution as well as the measures taken to prevent corruption from becoming institutionalised, including education and awareness raising on corruption.

¹ The analysis and recommendations are presented in full in the report, "Institutional arrangements for Combating Corruption in Afghanistan. Analysis and recommendations, Preliminary report". (UNDP 2007).

The report also makes recommendations regarding the importance of coordination and the need to ensure a workable mechanism for monitoring the implementation of the National Anti-Corruption Strategy, and of the provisions of the United Nations Convention against Corruption.

The main objective of rationalising that institutional framework is to ensure that the different elements of the integrity infrastructure operate in synergy and in support of each other and to ensure a rapid return to the rule of law in the country.

The key responsibilities and process for the clarification and rationalisation of the institutional framework as outlined in the National Anti Corruption Strategy will involve consideration of the study's report in conjunction with the recommendations of the Inter Institutional Committee established by the President and chaired by the Chief Justice. The key findings and recommendations of the UNDP study visit are summarised below.

CURRENT INSTITUTIONAL FRAMEWORK AND CHALLENGES

The current institutional environment for combating corruption in Afghanistan is

characterised by a lack of clear policy support, explicit legal frameworks, leadership, capability and/or clarity of functions in the different integrity institutions. Important questions regarding institutional linkages, reporting lines, responsibilities in the field of corruption prevention, investigation, prosecution, education and coordination still need to be addressed. This institutional uncertainty is considered one of the various obstacles to developing and implementing effective anticorruption policies. The problem is not unique to Afghanistan. Many countries struggle with decisions on the institutional arrangements for combating corruption i.e. the choice on the kind of agency(ies) or commission(s)/ committee(s) (and their mandates) that need to be established or strengthened in order to ensure a successful fight against corruption.

Afghanistan already has most of the institutions that compose the nation's integrity infrastructure in place, including the key agencies and commissions that operate at central and/or local levels and that play a role in securing transparency, accountability and integrity in the management of public affairs. Most of these institutions operate from the centre, although some of them (the AGO, the police and the National Department of Security) have offices at the local levels. They comprise:

A. The Inter-Institutional Committee on Corruption

This temporary commission was established by the President in August 2006 to analyse the current problems in the corruption-prone sectors, advise/find solutions and come up with recommendations for improvements in the short, medium and longer-term. The committee is composed of several high-ranking officials and headed by the Chief Justice.

B. The Parliamentary Commission on Judicial and Justice Affairs, Administrative Reform and Anti-corruption (JJAARAC Commission)

The role of the JJAARAC Commission is to provide oversight over the various agencies involved in the fight against corruption, to oversee the public administration reform process and to propose laws and policies on anti-corruption. The Commission has the power to summon heads of agencies and question them on the performance of their administration.

C. The Parliamentary Complaints Commission

Complaints and Petitions Commissions exist in both the Mishrano Jirga (upper house) and the Wolosi Jirga (Lower house). The Commissions have the mandate to receive citizen complaints on all matters, including those related to corruption cases within the executive, the legislature and the judiciary. Citizens also lodge complaints directly to members of parliament who usually then submit those complaints to the commission.

D. The General Independent Administration against Corruption (GIAAC)

The GIAAC was established in December 2003 (before the promulgation of the Constitution) as an independent administration that reports directly to the President of State. It was considered at that time to be the main agency responsible for investigating and regulating affairs related to corruption and bribery. According to article 5 of the Anti-Corruption Law dated 7 June 2004, the GIAAC has among its principal duties: planning and designing Government policy related to the fight against corruption and its implementation after the approval by the President of the State and the establishment of mechanisms for the enforcement of the anti-corruption law and the monitoring of its implementation.

E. Control and Audit Office (CAO)

The CAO is an independent administration that functions under the direct control of the President. Its mandate was defined in the Audit Law and related regulations. Currently, the CAO mainly concentrates on “a posteriori” financial audits (correctness of financial statements of state entities, including of state entities abroad) but it is also mandated to identify deficiencies and inadequacies in the public administration. It ensures the correct implementation of systems and procedures, and also provides methodological guidance to the internal inspection and audit departments in the ministries.

F. The Attorney General’s Office (AGO)

The AGO’s mission is to serve all of the people of Afghanistan, without discrimination, by defending the people’s right to safety and security, and ensuring fairness, impartiality, and justice when investigating and prosecuting criminality. Until recently, the AGO was reactive to corruption and most crimes, dealing only with those cases brought to it by the police. The exception has been counter-narcotics, where the creation of the Counter Narcotics Police of Afghanistan (CNPA) has led to some developments in proactive investigations, modern surveillance, and the use of informants.

G. The Internal Audit Departments

Internal audit administrations are tasked to review the financial and accounting systems of a ministry or an agency and present the progress report to the minister or the first high ranking staff of the related agency or audit and control office.

H: The Anti-Bribery and Anti-Corruption Administration in the Ministry of Interior (ABACO)

This administration investigates complaints

or allegations of corruption within the police and within all other units directly under the supervision of the Ministry of Interior (including the offices of the provincial Governors and the District chiefs). The administration also monitors the recruitment process of police officers. The Ministry of Interior has a General Complaints Office, located in the Department of Internal Affairs and there have been cases where the office collaborates directly with the GIAAC when conducting the investigation.

I. The Courts

There is currently no special court in Afghanistan that deals particularly with corruption cases. Corruption in the court result in corruption cases not being brought to justice or court sentences being kept unreasonably low.

J. Inspections at the Local Level

Internal inspections exists at various levels, including in some of the larger municipalities (e.g. the Kabul Municipality has an Inspection Department). A key role is to be played by the Provincial Councils. Each Provincial Council has 8 Commissions among which there is a Complaints Commission which receives both written and verbal complaints. Members of the provincial councils also pay regular visits to the districts to discuss issues of interest with the local communities and receive complaints from the population on a proactive basis. Each Ministry also has its internal audit office that has a mandate to inspect their provincial offices. The Ministry of Interior has its own Internal Audit that is also mandated to inspect the municipal finances. The CAO also inspects government offices at the local level. The GIAAC and its mandate are generally unknown at sub-national level. Some local authorities have taken specific measures to tackle corruption and other problems at the local level.

K. The Police

The police sit under the Ministry of Interior. Within the police, the main department responsible for detection of corruption cases is the Criminal Investigation Department (CID). The CID coordinates its efforts with GIAAC and ABACO when a direct request is made for support. Under the previous penal code the police was mandated to detect as well as investigate cases. Furthermore the police was mandated to follow cases submitted to the AGO and bring cases to a higher level should appropriate action not have been taken. Under the current penal code the police only has the mandate to detect and must submit all cases to the AGO for further investigation. There is no longer a mandate to follow up on cases submitted to the AGO. In addition to the CID the Department for Economic Crimes also plays a role in detecting corruption related crime.

L. The National Department of Security (NDS)

In accordance with the National Security Law (Decree, Hoot 1382 (February 2004)), the NDS is responsible for countering organized crime within Afghanistan. In this regard the mandate of NDS also extends to the area of corruption. However, the activities of NDS in the fight against corruption are mainly limited to information gathering. When information has been gathered on a case related to corruption the file is forwarded in most cases to the AGO, but also in some cases to the GIAAC or the police for further action. If information is received/gathered relating to high level official the information is passed on to the President in order to seek advice on further actions to be taken.

M. Afghanistan Independent Human Rights Commission

In the Afghanistan Independent Human Rights Commission (AIHRC) it is the Complaints Section of the Monitoring and Evaluation Unit that

receives complaints from citizens. Complainants can be anonymous. The field monitoring unit of the AIHRC can also forward complaints to the Complaints Section. Complaints deal with a number of topics including corruption. According to the mandate of the AIHRC can not follow cases and is only mandated to follow up on complaints that constitute a violation of human rights.

N. Summary of Current Challenges and Problems

Institutions are established to address challenges and problems that need survey, analysis and arrangements through regulations and laws. The lack of legal framework that clearly defines what the crime of corruption entails in Afghanistan hampers the effectiveness of the institutional framework. This section focuses on the deficiencies in the institutional framework, and addresses the main problems that currently hinder the effective and efficient execution of the integrity mandates of the different agencies. This not only means a clearer definition of the different mandates and outlining of the institutional hierarchies but also a better understanding of where and how the different mandates and responsibilities meet and interact with each other. This analysis should be considered as part of the extensive coordinated efforts providing a number of options to be integrated into the national anti corruption strategy. Understanding, through particular procedures and processes, how opportunities and risks of administrative corruption are increased, should also be one of the goals of Vulnerability to Corruption Assessments currently being implemented by a number of ministries and sectors.

Lack of a clear anti corruption policy and legal framework

The current Anti-Corruption law which dates after the approval of the Constitution is to be considered suspended. Hardly any of its provisions (except

for the mere existence of the GIAAC) is still being applied. There is thus currently no clear policy and legal framework that defines what corruption actually means in the Afghan context.

Reviewing law and regulations related to corruption and comparing them with UN Convention Against Corruption were planned as part of the Accountability and Transparency project of UNDP.

Information gathering and research will be needed on both the public and the private sector to support the drafting of appropriate policies, programs and laws with respect to anti-corruption.

Ignorance, lack of understanding or unwillingness to implement the current legislative and regulatory frameworks related to mandates and procedures.

Legal frameworks in Afghanistan are in constant development and adaptation. Laws that were applied some years ago have been changed or modified. Yet, many civil servants including higher ranking officials seem to ignore these changes or have only a partial understanding of these laws and regulations. Sometimes these problems arise from the fact that the new laws (often mirroring foreign legislation) are not properly translated and/or made user friendly. Current systems and procedures that are established in new laws are also contested on the basis of models that existed during previous regimes or under previous constitutions. Those former models still have a strong influence on the organisational culture and work ethics in many government offices. The lack of respect for legal provisions and the pursuit of operations conducted in violation of existing regulations results in a fragmentation of forces that are competing for similar tasks. The lack of respect for organisational mandates defined by law obstructs positive collaboration and undermines the legitimacy of agencies.

Lack of clarity on leading role and coordination

Coordination of anti-corruption interventions is currently absent, so is the much needed collaboration between law enforcement agencies. There is currently no obligation for inspection bodies and law enforcement agencies (e.g. the police, the Office of Bribery and Anti-corruption in the Ministry of Interior) to inform the GIAAC or the AGO that a corruption case is being investigated. Vice-versa, there is no obligation for the latter to inform the former. Whether a corruption case becomes the subject of further investigation is often decided by individuals (the Minister based on an inspection report) or commissions (e.g. the Parliamentary Complaints Commissions). In the absence of a central tracking system, overall statistics on corruption complaints and cases handled are not available and figures provided by one agency may be contested by others. The current confusion is also fuelled by the large number of complaints mechanisms that exist at almost all levels (ministries, agencies, municipalities, provinces, and parliament), without there being clear procedures of how these complaints should be addressed and managed. The role of the Parliamentary Complaints and Petition Commissions is not clear, and there are risks of violating the constitutional principles of the separations of powers.

Insecurity and intimidation

Most law enforcement agencies identify the situation of insecurity and intimidation as one of the main reasons for not being able to execute their functions, in particular in some of the Provinces. There is a long history of non-respect for the rule of law in the country and the rule of the strongest continues to have an impact on how transactions in the Afghan society are conducted. The rule of (legitimate or illegitimate) power instead of the rule of law explains why certain law enforcement agencies are unable to arrest people in the provinces, without agreement from the local power holders. This culture of impunity at the

highest levels of the political establishment results in a lack of investigation and enforcement systems for high ranking officials and undermines public confidence in the government's commitment to fight corruption.

Lack of political support, political interference and corruption within the law enforcement agencies

One of the main problems is to deal with the internal corruption that exists within the law enforcement agencies. The police is considered highly corrupt and connected to narcotics and other organised crime. Their role in investigating allegations of corruption is important, but because of a lack of confidence in the ability of the police to conduct unbiased and professional investigations, other enforcement agencies feel hampered in their mandate. But irregularities also seem to be rampant in the other law enforcement agencies and inspection bodies. At each junction of the corruption detection-judgment-adjudication process - from complaint to investigation, from investigation to prosecution, from prosecution to court decision, from court decision to adjudication- there are opportunities for corruption, and several sources interviewed have confirmed the constant supply of bribes and political interference in order not to proceed with further investigation or to influence a possible verdict on the matter.

Lack of capacity and development support

There is general agreement that most agencies needed to combat corruption are in place in Afghanistan. Creating additional departments or agencies causes organisational inflation that can increase the risks of corruption, weaken existing departments or add to the confusion that already reigns. When addressing the problems in the current institutional framework it is therefore recommended to make sure that the existing institutions are fully supported and receive the resources they need to execute their mandates.

As is the case in many other sectors, human capacity in the anti-corruption agencies is weak. For example, the lack of capacity at the AGO to effectively investigate, monitor and prosecute crimes is partly due to the fact that prosecutors, in particular those in the provinces, do not have university degrees in law or Sharia. There are many complaints about corruption cases not being brought to court, and corruption certainly has a stake in this. But many cases are also too ill-prepared to be admitted in court. Low civil service salaries also fuel petty corruption at all levels of the administration, and thus also hamper the building of an ethics culture in law enforcement agencies. Prosecutors are paid an average salary of \$60 per month and are thus vulnerable to offers of bribery.

PROPOSALS FOR A RATIONALISATION OF THE INSTITUTIONAL FRAMEWORK FOR STRENGTHENING INTEGRITY

The United Nations Convention against Corruption (UNCAC), now ratified by the National Assembly has two articles dedicated to institutional arrangements:

Each State Party shall ensure the existence of a body or bodies, as appropriate, that **prevent** corruption. Each State Party shall grant these bodies the necessary independence, in accordance with the fundamental principles of its legal system, to enable the body or bodies to carry out its or their functions effectively and free from any undue influence. The necessary material resources and specialized staff, as well as the training that such staff may require to carry out their functions, should be provided (Article 6).

A. Each state Party shall, in accordance with the fundamental principles of its legal system,

Ensure the existence of a body or bodies or persons specialized in combating corruption through law

enforcement. Such body or bodies or persons shall be granted the necessary independence, in accordance with the fundamental principles of the legal system of the State Party, to be able to carry out their functions effectively and without any undue influence. Such persons or staff of such body or bodies should have the appropriate training and resources to carry out their tasks (Article 36).

The UNCAC thus requires the establishment of such institutions (unless they already exist in some form) in two specific areas: (i) preventative anti-corruption bodies and (ii) bodies specialized in combating corruption through law enforcement. It is thus necessary for State Parties to decide on the mandates and powers of these bodies, their level of autonomy, the resources they will be entitled to and the rules of engagement that will guide the interaction and collaboration between them.

The three main problems that need to be solved are capacity (for investigation and prosecution), coordination and prevention. There is a need to strengthen the capacity to investigate and to prosecute corruption cases. There needs to be a series of mechanisms in place to improve coordination and cooperation amongst agencies, and follow up mechanisms that allow knowing the status of a case under review. In addition there needs to be a visible institution where prevention and awareness raising is given more serious attention than has so far been the case.

A single-agency approach places a number of key capabilities, responsibilities, and resources under one roof – thereby creating a powerful centralized agency that is tasked to take the lead in the fight against corruption. A multi-agency approach is less ambitious, creating one or more additional units or agencies with specific anti-corruption responsibilities that either did not previously exist or were scattered among departments. This latter approach avoids setting up a strong “lead”

agency in the anticorruption field, thus reducing the risk of upsetting the balance and separation of governmental powers.

The institutional framework proposed for the development and implementation of the anti corruption strategy lies somewhere in between the single-agency approach and the multi agency approach and is based upon the following:

- A Directorate of Anti Corruption Coordination.
- A high level oversight commission for the directorate established and itself subject to the scrutiny of the Parliamentary JJAARAC Commission.
- A Corruption Investigation and Prosecution body established under the authority of the Attorney General’s Office.
- Oversight of corruption investigation provided by either the current Parliamentary Commission for Legal Affairs, Corruption and Administrative Reform or a Joint Parliamentary Anti Corruption Commission.
- A strengthened IARCSC with the capacity to coordinate the mainstreaming of anti corruption with administrative reforms.
- Strengthened internal and external audit functions to support corruption prevention by financial management control systems development.
- Improved corruption detection capacity of the police and the development of a competent and comprehensive complaints mechanism accessible at national, provincial and local levels

This institutional framework would support the key components of the strategy in relation

to: (i) *Corruption Prevention* - establishing the roles and responsibilities of key agencies to mainstream of anti corruption measures into the government reform programmes designed to improve the integrity and performance of public and administrative services; (ii) *Anti Corruption Enforcement* - clarifying the mandates and building the capacity of investigation bodies changed with strengthening the enforcement of anti corruption;

(iii) *Corruption Education and Awareness Raising* - increasing political accountability through the development of an active, empowered and engaged civil society reinforced by oversight mechanisms.

In practice however it is not always possible to distinguish directly between corruption prevention, anti corruption enforcement and corruption awareness, e.g. strengthening the enforcement environment can have a deterrent effect, which supports prevention; oversight mechanisms can be used for the detection existing corruption and their existence can also have a preventative effect on corruption's occurrence.

B. Corruption Prevention

Thus corruption prevention will be driven by the following core agencies

- The Directorate of Anti Corruption Coordination;
- The Independent Administrative Reform and Public Service Commission (IARCSC);
- Line ministries;
- The General Directorate of Audit and Control;
- The Internal Audit Department in the Ministry of Finance;

- The Internal Audit functions in the Ministries;
- The human resource management functions in line ministries.

The proposed Directorate of Anti Corruption Coordination represents the principal change in the institutional framework.

DIRECTORATE OF ANTI CORRUPTION COORDINATION

Core Functions:

An anti corruption directorate with policy, coordination responsibilities created via clarification of the mandate and capacity development of GIAAC. Core functions could include:

Anti-corruption research/ intelligence gathering/ information management:

- Contracting out and oversight of anti-corruption surveys in various sectors;
- Oversee the process of conducting Corruption Vulnerability Assessments in the various ministries and agencies;
- Monitor the trial of corruption cases in the courts and keep track of the level of punishment of corruption offenders;
- Centralise all necessary information and intelligence about corruption in the country (that information should be shared with the AGO investigation and prosecution body.);
- Register all required asset declarations.

Policy making:

- Take the lead in and steer the process of preparing and presenting policies, laws and regulations and operational measures aiming at strengthening and implementing the legal framework and institutional arrangements for combating corruption with a focus on priority laws and key institutions working on anti-corruption (including conflict of interest policies, asset declarations etc). This would require close collaboration with the JJAARAC Commission in the Parliament;
- Ensure the development of a conducive policy environment for combating corruption.

Prevention:

- Provide assistance and advise to sectoral ministries, agencies, local governments (and over time also to private sector entities) in designing preventive programmes and mechanisms to tackle corruption factors in the Government machinery and private sector (or direct them to agencies that can provide such advice – e.g. the IARCSC);
- Collaborate with relevant agencies (e.g. the IARCSC) in order to remove duplication of activities and interventions.

Coordination of law enforcement and case management:

- Issue regulations on complaints mechanisms used by other agencies to ensure a more standardised approach and coordination of the information received;
- Ensure central registration and analysis of corruption complaints and petitions, received by other agencies;
- On the basis of complains and other information received from the other agencies,

maintain a central data base on corruption for use in policy making and legislative drafting;

- Ensure close collaboration with the Parliamentary Commissions involved in overseeing the anti-corruption policies of the government as well as those responsible for complaints and petitions;
- Ensure that allegations of corruption (either through complaints, whistle blowing or via the reports of the audit and inspection bodies) are addressed at the right level and ensure that optimal coordination and collaboration is taking place between law enforcement agencies and inspection bodies.

Coordination of the implementation of the UN Convention against Corruption:

- Coordinate the whole process of UNCAC implementation, including the analysis and review of the current legal frameworks (and risks and challenges) to bring them in line with UNCAC. The directorate will be the legitimate representative of Afghanistan at the annual State Party meeting;
- Chair the periodic meetings of the UNCAC monitoring committee (composition to be defined) to evaluate and monitor the implementation of the new legal frameworks and benchmarks.

Monitoring:

- Ensure monitoring of the implementation of the national Anti-Corruption Strategy through the establishment of monitoring mechanism on Government, Parliament, Civil Society, public and media.
- Lead the development of both general and satellite (specific to the Afghan context) corruption indicators to measure progress.

- Prepare and disseminate regular reports to the President as well as to the Joint Parliamentary Commission (with distribution also to the public and the media) on corruption policies, investigations and processes.

Education and awareness raising:

- Take responsibility, in collaboration with other institutions (e.g. the IARCSC) to raise awareness, educate and attract the participation of civil society, the private sector and civil servants in the fight against corruption;
- Conduct, coordinate or promote the implementing of anti-corruption training programmes in the form of seminars, workshops, conferences and special training for selected anti-corruption agencies, as well as for civil service trainees (in collaboration with the IARCSC and other agencies). These training will also focus on improving understanding of mandates and responsibilities and principles of collaboration, coordination and information sharing. The directorate will also assist in seeking relevant training funds from the donor community.

ANOTHER KEY PROPOSAL FOCUSES ON A SUPREME ANTI CORRUPTION OVERSIGHT COMMISSION

A. Core Functions

A high level oversight commission for anti corruption institutions could be established either within or independent from the directorate. Its membership could be composed of a limited number of carefully selected persons of high integrity, appointed by the different powers of State. For example, this commission will be comprised of six members:

- Vice-president, as head of the commission
- One member selected by the President
- One member from Upper House
- One member from Lower House
- One member from Supreme Court
- One member from Civil Society

B. Enforcement of Anti Corruption

The strengthening of the enforcement of anti corruption components of the strategy would be driven by the following core agencies:

Detection:

- The police
- The complaints units in various agencies (the AGO, the Ministries)
- The internal and external audits
- The Parliamentary Complaints Commissions
- The Afghanistan Independent Human Rights Commission
- The National Department of Security

Investigation and Intelligence:

- The Corruption Investigation and Prosecution body in the AGO
- The police (acting under the responsibility of the AGO)
- The National Department of Security

Prosecution:

- Investigation and Intelligence:
- The Corruption Investigation and Prosecution body in the AGO

C. Principal Corruption Investigation and Prosecution Body

A proposed corruption investigation and prosecution body established under the authority of the Attorney General's Office represents the principal change in this area of the institutional framework. It would perform the following tasks:

- Investigation: This is the primary function of the organisation, set up for the purpose of proving or disproving allegations of corruption through investigative action. Conventionally, this refers to open or overt means of investigation.
- Intelligence: This is an important investigative support in that it pro-actively identifies instances of corruption discretely and unobtrusively through covert means, which the organisation would otherwise be ignorant of. The intelligence function could be either combined with the investigation function under the same division or it could be a separate division.
- Surveillance: This could be a sub-unit in the Intelligence Division. It helps to collect information in support of any intelligence gathering project through discrete physical or electronic surveillance.
- Prosecution of corruption offences: prosecutors will need to work closely with the investigators and judicial police and to become familiar with covert and technical surveillance, working with informants, and modern investigative methods. This will require an integrated working relationship with the appropriate police agencies. The

idea is to have a division of prosecutors specialised in anti-corruption cases.

Its mandate could include:

- In collaboration with the respective police authorities, and on behalf of the state, to collect information, detect, investigate and prosecute corruption-related criminal acts with due respect of the basic legal and human rights principles defined by the Constitution of the Republic of Afghanistan, the national laws and international treaties. This also includes the investigation of suspected attempts to commit a corruption offence, or any suspected conspiracy to commit such offences.
- to further carry out inquiries and investigations of complaints and allegations of corruption brought before the investigation body by General Directorate of Audit and Control, the Internal Audit Units, the directorate or the various complaints commissions and units that are established within the executive, the legislature and the judiciary, or complaints directly brought before the complaints unit in the Attorney General's Office.
- to prosecute corruption cases before the competent court.
- to co-operate with other law enforcement institutions in the manner laid down by legal acts and internal agreements;
- to coordinate its activities with all four departments of the Attorney General Office.
- to cooperate with the directorate in the examination of practices, systems and procedures of public bodies in order to facilitate the discovery of corruption related offences and in proposing measures which can lead to a reduction in the corruption crimes.

- to keep the coordinating body under the Vice-President updated on the progress made on corruption cases investigated by the investigation body.
- to collaborate with the directorate in the sharing of information and intelligence related to corruption offences.
- To collaborate with the directorate to evaluate complaints, decide on appropriate action and identify the appropriate law enforcement agency to conduct investigation or take the necessary disciplinary measures.

Corruption Education and Awareness Raising

The provision of corruption education and public awareness raising would be led by the following agencies: The Directorate of Anti Corruption

- The Independent Administrative Reform and Public Service Commission (IARCSC)
- The members of parliament
- The Local Councils
- **The line ministries**
- The Ministry of Education and the Ministry of Communication and Culture (for educating the young generations)
- Civil society and the media

Conclusion:

Anti corruption efforts will fail without constant and increased international assistances provided for the core agencies. Without a steady political willing towards combat against corruption at high levels of government, the culture of integrity and transparency will never come true, and if those institutions at the front line of fight against corruption are not provided with strong political

and moral support, then changes in institutional framework, and even desirable policies and laws will fail to bring positive changes toward elimination of administrative corruption. With developments in terms of legislation and regulation, a need is being perceived for completion of the institutional plans; an issue which provides the ground to better define the corruption related crimes and to explain laws pertaining to bribery, property statement, etc.

The proposed solutions in this section are intended to develop internal coordination mechanisms to ensure precise prosecution and supervision of the

corruption related cases. The necessary actions will be adopted to ensure that public complaints and accusations related to corruption are properly and precisely addressed. A mechanism is to be established to ensure conduction of investigations and prosecutions, and more clarified roles and functions will be developed for prevention,

awareness rising and monitoring.

Development of training programs and provision of constant donor supports for key institutions constituting the integrity infrastructure is needed. Law enforcement agencies should be trained on human rights and ethical principles to ensure that their actions are conforming to principles of human rights.

CHAPTER 6

IMPLEMENTATION, MONITORING AND EVALUATION FRAMEWORK

The measuring of corruption both at the initiation, and within the implementation, of an anti corruption strategy is important in providing base line data to assist in the setting of priorities and allocation of resources and in providing updated information to monitor and evaluate the effectiveness of the anti corruption measures.

This requires an assessment of the extent of corruption at national, provincial and district levels, its principal forms and their causes and its existence and prevalence in individual government institutions. This assessment needs to be complemented by the analysis of political, economic and social structures and factors that support or constrain corruption as well as an assessment of the overall integrity of the public administration system, the strength of the civil society and the level of political commitment to fighting corruption.

Assessing the prevalence of corruption poses a number of difficulties: corrupt practices tend to be hidden, those involved have either a vested interest in protecting its existence or are fearful of the consequences of complaining, its main points of focus can change due to the closing of existing corrupt practices and the opening up of new opportunities due to policy or procedural changes and the direct and indirect costs of corruption are therefore difficult to quantify.

Key issues to be addressed to generate analysis and evaluation of corruption include:

- The identification of major economic issues within Afghanistan, including aid flows, macro-economic development plans, inward and domestic foreign investment; sources and targets for government revenues, principal exports and imports.
- The extent and overall character of corruption, the problem sectors and vulnerable institutions.
- The effectiveness of the financial regulatory framework and the operation of its key institutions.
- The effectiveness of the key anti corruption, audit bodies and legislative oversight mechanisms.

Assessing the efficacy of anti corruption measures also poses a number of difficulties in terms of establishing baseline data on the levels and areas of corruption and in confirming causal relationships between decreases of increases in corruption and the introduction of anti corruption measures and/ or the operational performance of anti corruption institutions.

Measuring the prevalence of corruption in its various forms within this framework of analysis encompasses:

- The collection of baseline data to provide an assessment of the overall character of corruption in terms of its scope, scale, degree of embeddedness, its key problem areas and its principal forms.
- The analysis of contextual information on the political, economic and social policies that serve to support or constrain corruption.
- The quantitative analysis of the costs of corrupt practices in terms of lost revenues, wastage of public resources, reduction in public services and the additional administrative costs borne by the business sector
- An assessment of the overall integrity of the public administration system, in terms of administrative services delivery, administration of justice and the rule of law.

Measuring the efficacy of anti corruption measures and the institutional framework focuses upon:

- The performance assessment of the control mechanisms and key bodies for complaints and oversight, audit, investigation and prosecution.
 - The role and contribution of civil society in promoting intolerance of corruption.
 - The quantitative assessment of additional revenues, efficiency savings to the public and business sectors and available public services.
 - An assessment of the effectiveness of the anti corruption measures implemented within the sector development strategies.
- Measuring corruption and anti corruption will therefore encompass:

- Collation and analysis of available background social and economic data, covering;
- Perception and experience surveys from communities at national, provincial and district levels, service user groups and business communities, including;
- Performance data from enforcement agencies;
- Evaluation data from the implementation of sectoral anti corruption measures.

Indicators are outlined in the following matrix to provide measurements of the existence and impact of corruption and the efficacy and anti corruption. The measurements will be used to support the main areas of the Anti Corruption Strategy by establishing baseline data on corruption and anti corruption inputs and establish benchmarks, quantitative and qualitative targets for the anti corruption measures.

Additional monitoring and evaluation frameworks and performance indicators are included in the sector anti corruption mainstreaming measures and the proposed monitoring mechanism for UNCAC implementation.

MONITORING AND EVALUATION MATRIX

Enhancing Government Anti Corruption Commitment and Leadership		
Strategic Aim	Expected Results	Indicators
To strengthen firm and consistent Government leadership in commitment against corruption in the fight against corruption in Afghanistan.	<p>The Government will demonstrate its commitment to the fight against corruption, clarify national and international institutional arrangements in this field, and strengthen the leadership of institutions involved in the fight against corruption. In support of this commitment it will also implement a near-term programme of tangible actions based upon the areas identified in the Anti Corruption Road and the recommendations of JCMB V & VI.</p>	<p>Report of the Inter-Institutional Committee published and consultations on its findings completed with all anti corruption institutions.</p> <p>High level committee established to review individual mandates of anti corruption institutions</p> <p>Mandates revised and capacity development plans completed for anti corruption institutions.</p> <p>Completion of timetable action plan and submission of implementation progress report at JCMB VII.</p> <p>Action plan implemented and:</p> <ul style="list-style-type: none"> % audits followed up # ARTF monitoring reports on core budget areas. # new complaints bodies established. <p>Implementation of asset declaration procedures for top government officials and % verification target for year one.</p> <p>Proposals completed for a monitoring mechanism to support UNCAC implementation.</p> <p>Completed evaluation of all current government reform programmes in relation to corruption prevention and additional mitigation measures agreed.</p> <p>Sector corruption action plans completed, based upon the review of individual VCA by relevant institutions and to confirm sector corruption problems and required remedial action initiated.</p>

Building Knowledge of Corruption and the Effectiveness of Anti Corruption Measures.		
Strategic Aim	Expected Results	Indicators
To build and maintain knowledge of the causes, sources and consequences of corruption in order to provide policy relevant data and analysis to inform anti corruption strategic initiatives and evaluate their implementation and effectiveness.	<p>The information research and dissemination capacity required to maintain current data on corruption and anti corruption required to enhance the role of public administration institutions and civil society in the implementation of the anti corruption strategy and to support the monitoring and evaluation of its implementation.</p>	<p>Publication of # VCA mitigation measures action plans.</p> <p>Completion of # Justice Sector VCAs.</p> <p>Confirmation and initiation of additional VCAs required to provide comprehensive coverage of sectors and administrative functions</p> <p>Completion and publication of evaluation report on existing research capacity and costs proposals to meet additional information research and dissemination needs.</p>

Mainstreaming Anti Corruption into Cross-Government Reforms.		
Strategic Aim	Expected Results	Indicators
To mainstream into all administrative reform programmes measures required to address the systems and incentives promoting corruption within the public administration system.	The continuing administrative reform programme encompassing government restructuring, procedural streamlining, strengthening of financial controls, staff and institutional capacity development, staff recruitment selection and promotion will be informed and enhanced by the mainstreaming of corruption prevention measures. This will improve the integrity and performance of the civil service in support of efficient and effective public services.	Evaluation of current civil service laws, regulations and code of conduct evaluated and measures identified to improve standards of staff integrity and performance.
		% of new junior and senior staff each year selected on the basis of objective tests.
		% of existing staff each year to have undergone performance reviews.
		Completed proposal for government restructuring at national and sub-national levels.
		# of ministry and administrative units to complete internal restructuring plans.
		# of capacitated human resource management units established in ministries
		% of staff regarded in alignment with new functional structures.
		# % financial audit of development projects completed
		Strengthen audit follow up procedures introduced
		# audit follow-up investigations completed.
		# systems audits completed and reports published.

Strengthening the Enforcement of Anti Corruption.		
Strategic Aim	Expected Results	Indicators
To strengthen the legal framework for anti corruption and build a coherent and fully capacitated system of enforcement institutions required to support the effective implementation of the UNCAC.	The legal and institutional framework for the enforcement of anti corruption will be reviewed, revised and capacitated in alignment with the standards required for the effective implementation of the UNCAC. This will encompass the prioritized development of laws, the clarification of institutional mandates of the institutions with anti corruption responsibilities, the restructuring and capacity development of the institutions to support their capability and integrity to fulfill their mandates.	<p>Timetable agreed and initiated for the prioritized harmonization of domestic laws with UNCAC standards and requirements.</p> <p>Timetable agreed for the harmonization of existing domestic laws with Constitution based upon the following priorities:</p> <p>Law of Anti Corruption revised by ?</p> <p>Criminal Law revised by ?</p> <p>Law of Criminal Court Procedures revised by ?</p> <p>Civil Law revised by ?</p> <p>All anti corruption institutions accept their revised mandates and begin the processes of restructuring and capacity development</p> <p># Sub-national offices for designated anti corruption bodies operational</p> <p>Anti corruption court fully operational in Kabul.</p> <p>Multi-agency high level oversight committee established to monitor and coordinate anti corruption programmes.</p> <p>UNCAC monitoring mechanism fully operational.</p> <p>Computerized database of corruption investigations and prosecutions establishes</p> <p>Pay and grading reform completed for all justice institutions.</p>

Reinforcing Counter Narcotics Integrity.		
Strategic Aim	Expected Results	Indicators
To raise the standards of integrity of the country's counter narcotics effort.	To establish the standards of ethics and professional conduct of staff in counter narcotics organizations and programmes required to support their efficient and effective operation. This will be achieved by implementing robust and rigorous recruitment, performance management and disciplinary systems, building institutional capacity, proactively investigating suspected corruption between drug traffickers and counter narcotics staff, establishing investigation and prosecution capacity at provincial levels, reducing intimidation of counter narcotics staff and prosecutors and strengthening the legislative and regulatory framework for anti money laundering and combating the financing of terrorism.	<p>Initial findings published of the Commission on the Assessment of Drugs Related Sentences and Penalties.</p> <p>% of police to undergo performance management review.</p> <p># of police investigated within the disciplinary system.</p> <p>% of senior level appointments to central government, the judiciary, provincial Governors, Chief of Police, District Administrators and Provincial Heads of Security made within a transparent and accountable appointments system.</p> <p>New procedures and tribunals introduced for investigating drug trafficking offences.</p> <p>% in crease in the number of arrests and prosecutions of corrupt official colluding in drug trafficking.</p> <p># provincial offices established by the AGO to investigate of narcotics trafficking, prosecutor ethics code violations and police and correction office misconduct.</p> <p># number of above cases investigated and prosecuted</p>
Reinforcing the Integrity of Public and Business Sector Relationships.		
Strategic Aim	Expected Results	Indicators
To maintain the highest level of transparency, accountability and integrity in the relationship between the public and private sector.	Reduced opportunities for corruption in the administrative transactions between the public and business sectors by simplifying the regulatory framework and streamlining the licensing procedures required for business and trade; improving the capacity and integrity of public servants by increasing the use of computerized management information systems; introduction of supervision and management controls and promoting communication and liaison between the public and business sectors.	<p>Establishment of a sound legal and policy framework for the privatisation and restructuring of state owned enterprises.</p> <p>Enactment of new corporate legislation covering: ??</p> <p>Introduction of new standards, metrology testing and quality certification services.</p> <p>Banking procedures introduced for combating money laundering and terrorism financing.</p> <p># of joint forums per year between Ministry of Commerce and Industry, AISA and business/trade employers' associations.</p> <p># of forum attendees from business/trade employers' associations.</p>

Increasing Political Accountability.		
Strategic Aim	Expected Results	Indicators
To increase political accountability through the development of an active and empowered civil society reinforced by strong legislature and independent oversight mechanisms.	A fully functioning system of political accountability mechanisms encompassing national, provincial and district levels of government based upon high standards of integrity in the electoral process, the monitored and regulated conduct of elected and appointed public office holders, legislative and independent oversight bodies and an informed and active civil society engaged in political decision-making processes.	<p>Enactment of a revised Electoral Law.</p> <p># polling station inspections carried out per election by the Afghanistan Independent Electoral Commission.</p> <p># of complaints received by % complaints investigated by the</p> <p>% complaints investigated by the Afghanistan Independent Electoral Commission.</p> <p>Monitoring mechanism established for political party financing.</p> <p># of complaints received</p> <p>% of complaints investigated.</p> <p>% of political appointments made within a transparent and accountable appointments system for all senior appointments to central government, the judiciary, provincial Governors, Chief of Police, District Administrators and Provincial Heads of Security.</p> <p>System for asset registration, required under UNCAC, established.</p> <p>% of asset registrations subject to verification.</p> <p># of post verification investigations completed.</p> <p># training programmes provided in anti corruption monitoring for National Assembly committees.</p> <p># consultation meetings held between National Assembly members and representatives of civil society groups.</p> <p># representatives of civil society groups attending consultations.</p> <p># training and support programmes in anti corruption monitoring provided for civil society groups including media practitioners.</p> <p># representatives attending training programmes an receiving support programmes.</p> <p># training programmes in investigative skills provided for media organizations.</p> <p># media representatives attending training programmes.</p> <p># complaints received by National Assembly.</p> <p>% of complaints investigated.</p>

RISK ANALYSIS

Risk can be defined as any uncertain event that prevents or constrains the successful completion of an activity. Analysis of risk, involves the identification and definition of risks, plus the evaluation of impact and consequent action. Risks affecting the successful implementation of the anti corruption strategy can be identified and analysed as existing and impacting at the following levels:

- International Political Environment
- National Political Environment
- Social and the Economic Environment.
- The Public Administration System
- Legal and Regulatory Framework
- Institutional Infrastructure
- Administrative Capacity

PRINCIPAL RISKS AT EACH LEVEL INCLUDE:

International Political Environment

Afghanistan's potential vulnerability at an international level concerns two inter-related issues: international terrorism and the foreign policies of major western powers. Risks to the implementation of the anti corruption strategies thus include:

- Any worsening of the international security situation which can threaten Afghanistan's continuing social and economic development.
- A reduction in the level commitment of the international community to Afghanistan and the consequent loss of military assistance and development aid.

National Political and Security Environment

The continuing volatility of national security environment and potential changes in the national political environment with an impending election provides the following risks:

- Worsening of the national security situation and resultant destabilization at national and sub-national levels.
- The inability to sustain administrative reforms due to a reduction in the level political commitment.
- Weak political leadership and insufficient commitment to sustain anti corruption efforts.
- Insufficient level of inter-ministry cooperation and collaboration to implement the public administration and financial management reforms.

Social and the Economic Environment

Despite the absence of firm quantitative baseline data all perception and experience surveys including the ANDS sub-national consultation process confirm the systemic character of corruption with Afghan society and the economy creating the following risks:

- Society's expectations raised by the initial implementation of the strategy will tolerance of corruption will be increased if the expectations are not met.
- The interests in maintaining the status quo of the businesses operating in the informal economy or those in the formal economy without meeting their tax and revenue obligations.
- The continued expansion of the illicit narcotic economy, its related illegitimate

infrastructure and its constraints on the legitimate governance institutions and processes.

Legal and Regulatory Framework

The establishment of a comprehensive and robust legal and regulatory framework is an essential requirement to establish the basis for preventing, detecting, investigating and prosecuting corrupt practices both within the development of the anti corruption strategy and to support the longer term implementation of the UNCAC. This therefore represents a high risk area, which encompasses:

- The capacity of the relevant line ministries, the Ministry of Justice and in particular the Taqin to design the required legislation within a reasonable timeframe.
- The commitment and capacity of the National Assembly to scrutinize and enact the legislation also within a reasonable timeframe.

Institutional Infrastructure

The application and enforcement of the strengthened legal and regulatory framework will require the development of a coherent institutional infrastructure comprising competent individual key inspection, detection, investigation and prosecution agencies each functioning effectively and cooperating together. This is another key area in relation to the imperative of establishing the foundation of anti corruption capacity where potential risks include:

- The level of cooperation required from existing agencies to contribute to the clarification of individual mandates.
- The level of coordination between donors in supporting a coherent pattern of capacity development within and between the key agencies.

- The availability and appropriate allocation of resources required to establish an effective anti corruption institutional infrastructure.

The Public Administration System

Corruption is also systemic within all levels of public administration low salaries, poor terms and conditions of employment, weak supervisory and performance management systems and practices, overly complex and opaque administrative processes and low public empowerment combine to create conditions completely conducive to the existence and proliferation of corrupt practices. The following risks to supporting the prevention of corruption through the radical reform of the public administration exist:

- The entrenched economic interests of public servants at all levels in obstructing changes that will limit their capacity to derive personal pecuniary and non pecuniary benefits from their public duties.
- The capacity of the IARCSC to implement and sustain public administration and public financial management reforms.
- The political and social issues raised by radical change in the establishment, operation and performance of the public service.

Administrative Capacity

The introduction and sustained implementation of public administration reform will itself be dependent upon the development of administrative capacity created by merit-based appointments and promotions, administration restructuring, work flow design, development of standard operating procedures and improved supervisory and performance management systems and practices. Capacity risk constraining anti corruption measures include:

- General shortage of educated human resources with existing capacity and development potential.
- Specific skill shortages in key areas required to support the public administrative and financial management reform process and the anti corruption institutions e.g. accountants, auditors, investigators, prosecutors, judiciary etc.
- Loss of capacity and integrity gains due to the obstruction and entrenched corruption of existing interest groups.

Conclusion

Without strong and sustained international support to the core agencies there cannot be a successful fight against corruption. Yet, let there be no doubt. Changes in the institutional framework, no matter how well-defined and supported by good policies and laws, will make no difference unless there is also the firm political will, at the highest levels of state, to restore a culture of integrity and provide strong moral and political support to those institutions that are today at the frontline of the war on corruption. There is also a need to complement the institutional arrangements with legislative and regulatory developments that will allow to better define the criminalisation of corruption., clarify the rules on giving and accepting bribes and gifts, asset declarations etc. The main solutions proposed in this section aim to establish internal coordination mechanisms to ensure thorough follow-up

and monitoring of investigation of corruption, measures to be taken to ensure thorough follow-up of complaints and corruption allegations submitted by the public, mechanism to ensure targeted investigations and prosecution as well as clearer mandates with regard to prevention, education and monitoring and oversight. Training will be essential, as well as sustained donor support to all the key institutions that make up the integrity infrastructure. Law enforcement agencies in particular will require human rights and ethics training to ensure that their actions do not violate human rights principles and principles of due process.

Glossary of AC Related Terms There are a number of terms in the local languages that refer to different aspects of corruption. For example administrative corruption (*fisad-i-edari*) is distinguished from other forms of corruption (notably political and “moral” corruption).

There are also several other words in Dari related to corruption, some (*bakhsheesh*—small gift, *chai*—tea money, *sifarish*—recommendation e.g. for appointments, *wasita*—relationship, *dawat*—invitation of officials, etc.) with somewhat milder but still negative connotations and others (*rishwat*—bribe, *ekhtelas*—fraud, *jazia*—extortion and as mentioned above *fisad-i-edhari*—administrative corruption, as well as *fisad-i-siasi*—political corruption and *fisad-i-akhlaqi*—moral corruption) with strong and emotive negative connotations.

		Description
1	<u>Access to information</u>	Access to information refers to the right of interested parties (the public, NGOs, the media, etc.) to receive information held by government. This right, protected by international and national laws, provides that official documents should be generally available, and that any exceptions should be limited and specific.
2	<u>Bribery</u>	Bribery is the act of offering someone money, services or other valuables, in order to persuade him or her to do something in return.
3	<u>Checks and Balances</u>	Checks and balances usually refer to the institutional mechanisms for preventing power abuse. Often, they are constitutional controls whereby the three branches of government (executive, legislative and judiciary) and other state institutions have powers over each other so that no single branch will dominate.
4	<u>Clientelism</u>	Clientelism is an informal relationship between people of different social and economic status: a 'patron' (boss, big man) and his 'clients' (dependents, followers, protégés). The relationship includes a mutual but unequal exchange of favors, which can be corrupt.
5	<u>Conflict of interest</u>	Conflict of interest arises when a public office makes a prejudice decision outside the public interest that favors himself or an associate.
6	<u>Competitive bidding</u>	Competitive bidding is a selection process based on the principle of open and transparent advertisement of an item or service, which ensures that the best bidder wins according to qualifications, value and other objective criteria (and consequently not according to family or friendship ties, bribery or threats).
7	<u>Cronyism</u>	Cronyism refers to the favorable treatment of friends and associates in the distribution of resources and positions, regardless of their objective qualifications.
8	<u>Embezzlement</u>	Embezzlement is the misappropriation of property or funds legally entrusted to someone in their formal position as an agent or guardian.
9	<u>Extortion</u>	Extortion is the unlawful demand or receipt of property or money through the use of force or threat. A typical example of extortion would be when armed police or military men exact money for passage through a roadblock.
10	<u>Favoritism</u>	Favoritism refers to the normal human inclination to prefer acquaintances, friends and family over strangers. It is not always, then, a form of corruption. However, when public (and private sector) officials demonstrate favoritism to unfairly distribute positions and resources, they are guilty of cronyism or nepotism, depending on their relationship with the person who benefits.
11	<u>Fiduciary risk</u>	Breaking trust. Corruption is one type of fiduciary risk, which in the development aid context is the risk that aid funds are not used for the intended purposes, do not achieve value for money, and/or are not properly accounted for.
12	<u>Fraud</u>	Fraud is economic crime involving deceit, trickery or false pretences, by which someone gains unlawfully. An actual fraud is motivated by the desire to cause harm by deceiving someone else, while a constructive fraud is a profit made from a relation of trust.
13	<u>Grand corruption</u>	
14	<u>Grease money</u>	Bribes, seen from the angle of the briber and alluding to the drop of oil given to a squeaky wheel of excessive bureaucracy to make the things move smoothly again. Also called a softener, sweetener, gift ...
15	<u>Holistic approach</u>	To address corruption effectively, conventional wisdom holds that a 'holistic approach' is needed. Such an approach examines all institutions and practices within a given country that are relevant to maintaining honest government and private sector institutions. These include the executive, legislature and judiciary, businesses, the media, civil society organizations, etc
16	<u>Integrity</u>	Integrity means adherence to a set of moral or ethical principles, soundness, and completeness.
17	<u>Interest peddling</u>	Interest peddling occurs when a professional solicits benefits in exchange for using his influence to unfairly advance the interests of a particular person or party. Interest peddling is addressed through transparency and disclosure laws, which aim to expose suspect agreements.
18	<u>Kickbacks</u>	A kickback is a bribe, the 'return' of an undue favor or service rendered, an illegal secret payment made as a return for a favor. For example, A gives B a favor and B gives A a kickback, a 'little something', in return.
19	<u>Money laundering</u>	Money laundering is the process whereby the origin of dishonest and/or illegally obtained money is concealed so that it appears to come from a legitimate source.

		Description
20	<u>Nepotism</u>	Nepotism is usually used to indicate a form of <u>favoritism</u> that involves family relationships. It describes situations in which a person exploits his or her power and authority to procure jobs or other favors for relatives. Nepotism can take place at all levels of the state, from low-level bureaucratic offices to national ministries.
21	<u>Patronage</u>	Patronage refers to the support or sponsorship of a patron (wealthy or influential guardian). Patronage is used, for instance, to make appointments to government jobs, promotions, contracts for work, etc.
22	<u>Petty corruption</u>	"Petty" corruption (also called administrative or bureaucratic corruption) is the everyday corruption that takes place where bureaucrats meet the public directly. Petty corruption is also described as "survival" corruption ("corruption of need"): a form of corruption which is pursued by junior or mid-level agents who may be grossly underpaid and who depend on relatively small but illegal rents to feed and house their families and pay for their children's education.
23	<u>Political corruption</u>	It refers to the misuse of entrusted power by political leaders or corruption within the political and electoral processes.
24	<u>Sporadic corruption</u>	Sporadic corruption is the opposite of <u>systemic corruption</u> . Sporadic corruption occurs irregularly and therefore it does not threaten the mechanisms of control nor the economy as such.
25	<u>State capture</u>	State capture is the phenomenon in which outside interests (often the private sector, mafia networks, etc.) are able to bend state laws, policies and regulations to their (mainly financial) benefit through corrupt transactions with public officers and politicians.
26	<u>Systemic corruption</u>	As opposed to exploiting occasional opportunities, endemic or systemic corruption occurs when corruption is an integrated and essential aspect of the economic, social and political system. Systemic corruption is not a special category of corrupt practice, but rather a situation in which the major institutions and processes of the state are routinely dominated and used by corrupt individuals and groups, and in which most people have no alternatives to dealing with corrupt officials.
27	<u>Transparency</u>	Transparency is the quality of being clear, honest and open. As a principle, transparency implies that civil servants, managers and trustees have a duty to act visibly, predictably and understandably. Sufficient information must be available so that other agencies and the general public can assess whether the relevant procedures are followed, consonant with the given mandate.
28	<u>Vetting</u>	Vetting often refers to performing a background check on someone before offering them employment. In addition, in intelligence gathering, assets are vetted to determine their usefulness.
29	<u>Whistleblower protection</u>	Whistle-blowers are people who inform the public or the authorities about corrupt transactions they have witnessed or uncovered. These individuals often require protection from those they expose. Whistle-blower protection, therefore, refers to the measures (administrative or legislative) taken to shield the informer from physical, social and economic retaliation.
30	Integrity in land ownership, counter-narcotics, political, private-public relations, elections.	In the abstract, for the UN' integrity has been defined as "including, but not limited to probity, impartiality, fairness, honesty and truthfulness." Integrity, accountability and transparency are co-dependent. Integrity, by requiring that public interest to be paramount, provides the basis for transparency and accountability.
31	Staff integrity/ public administration	Integrity refers to "honesty" or "trustworthiness" in the discharge of official duties, serving as an antithesis to "corruption" or "the abuse of office."
32	Transparency	Transparency refers to unfettered access by the public to timely and reliable information on decisions and performance in the public sector.
33	Accountability	Accountability refers to the obligation on the part of public officials to report on the usage of public resources and answerability for failing to meet stated performance objectives.
34	National Integrity System Ó_ÓÊa ÔÝÇÝ_æ ÇÖÇaÊ ää_ æ_Ç Ó_ÓÊa ÊbæÇ æ Ñ_Ç_ä_Ê äaÇÝÜ ää_	An integrity system, therefore, is a political and administrative arrangement that encourages integrity. A country's National Integrity System (NIS) comprises the whole of government and non-governmental institutions, laws and practices that can, if functioning properly, minimize levels of corruption and mismanagement. The concept of NIS has been developed and promoted by Transparency International as a framework with which to analyze corruption in a given national context, as well as the adequacy and effectiveness of national anti-corruption efforts.

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Environment Strategy


1387 - 1391 (2007/08 - 2012/13)



Cross-Cutting Issues

Environment Sector Strategy

Approved by:
Sector Responsible Authorities

Agency	Name of the Director	Signature
National Environmental Protection Agency (NEPA)	Mustapha Zaher	

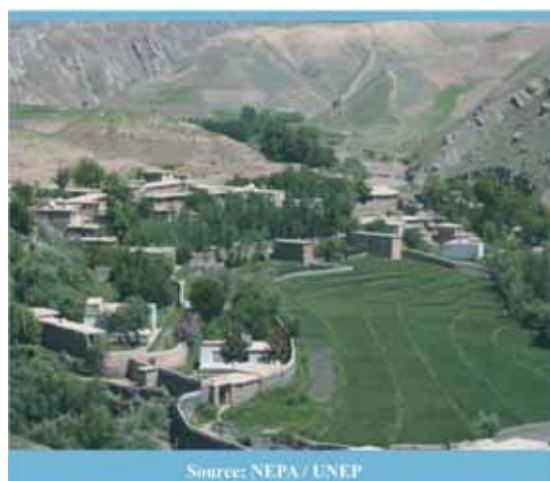
DATE OF SUBMISSION

DECEMBER 2007

EXECUTIVE SUMMARY

The National Environment Strategy aims to improve the quality of life of the people of Afghanistan through conservation, protection and improvement of the country's environment. The Strategy uses a mainstreaming approach to provide direction for the integration of environmental issues and policies into Afghanistan's development priorities in order to contribute to increased economic growth and poverty reduction.

Figure 1.1. Rostaq, Takhar, 2007



Source: NEPA / UNEP

The following goals shall be achieved:

- Secure a clean and healthy environment for the people of Afghanistan.
- Attain sustainable economic and social development while protecting the natural resource base and the environment of the country.
- Ensure effective management of the country's environment through participation of all stakeholders.

The present National Environment Strategy focuses on two Priority Objectives and lays out six Thematic Strategies:

Priority Objectives:

Environmental Governance
Environmental Management

Thematic Strategies:

Forestry and Rangeland
Protected Areas and Biodiversity
Water and Wetlands
Air Quality
Urban and Industrial Environmental Management
Environmental Education and Awareness

INTRODUCTION

Environment is reflected twice within the ANDS framework. In its narrow sectoral sense, it is an Afghanistan Compact benchmark that falls within the ambit of the Natural Resources and Environment Working Group (WG14-3.6) of the Infrastructure and Natural Resources Consultative Group (CG3). In its broader sense, environment is also a cross-cutting issue which needs to be mainstreamed within Afghanistan's broader development framework. More specifically, environment must be mainstreamed in each programme area through the development of policy benchmarks to ensure that government, donors and implementing agencies follow established norms with respect to the incorporation of environmental considerations into the design and implementation of projects, and provide adequate oversight and monitoring of the environmental impacts of humanitarian and development projects.

As a cross-cutting issue, the responsibilities for environmental decision-making are shared among different actors and different levels of policy. NEPA functions as the overall regulatory, policy-making and coordination body while line Ministries, as well as some government agencies and sub-national government authorities, are responsible for the ground level management of environmental and natural resources. NEPA thus represents the first example of a governmental environmental authority in Afghanistan. However, the development and function of environmental governance and environmental management relies on more than one institution.

Environment, as defined by the Environment Law and carried forward into this Strategy, includes the physical, biological and human components of Afghanistan as well as the interactions between these components. Environment in itself is an integrated concept comprised of multiple interactions. Correspondingly, environmental management should be based upon the physical and social interactions that affect the overall status of the environment, including natural resources. Environmental governance is the foundation from which environmental management is conducted. Environmental governance is the broad process by which institutions, policies, management and information tools and stakeholders are coordinated to enable environmental management.

Sound environmental governance and management will help to establish the necessary conditions for sustainable economic growth and social development. In practice environmental management factors are essential considerations in all social and economic development programmes (returnees, health, education, trade and investments, mining and industry), as well as in infrastructure-related investment (such as in transport, energy or urban sectors). Similarly, sustainable resource management lies at the core of the agriculture, water, urban development, land, forestry and pastoral sectors. The link between poverty and environment in natural resource dependent, least developed countries like Afghanistan is well-established and accepted: unless natural resources are sustainably managed and used, Afghans are unlikely to ever escape the cycle of poverty in which many, both rural and urban populations, currently live.

Mainstreaming systematically takes into consideration environmental issues as early as possible in the decision-making process where decisions can best benefit from environmental opportunities and avoid negative impacts on the environment. In this way, mainstreaming can help align policies, programmes and operations with the long-term requirements of sustainable development, help modernise development policy content and procedures, and promote a pro-active approach rather than responding to impacts as they unfold.

The main challenge to environmental mainstreaming is finding a strategic nexus and compatibility between development priorities and environmental management objectives where

tradeoffs can be addressed pragmatically and capitalize on potential opportunities that benefit both environmental resources and functions and development priorities. Environmental mainstreaming is, therefore, a policy principle, placing the environment at par with economic and social aspects of decision-making.

The National Environment Strategy recognizes the nascent history of environmental management in Afghanistan. Therefore it focuses on developing NEPA's capacity and ability to perform its regulatory, coordination and policy-making duties which will comprise the ongoing platform to mainstream environment through environmental management, including the ANDS benchmarks and MDG goals for environment.

Figure 2. MDG Goal 7: Ensure environmental sustainability

Integrate the principles of sustainable development into country policies and programs and reverse the loss of environmental resources	<ul style="list-style-type: none"> Proportion of land area covered by forest Ratio of area protected to maintain biological diversity to surface area Energy use per unit of GDP Carbon dioxide emissions (per capita) and consumption of ozone-depleting chlorofluorocarbons Proportion of population using solid fuels
Halve, by 2015, the proportion of people without sustainable access to safe drinking water	<ul style="list-style-type: none"> Proportion of population with sustainable access to an improved water source, urban and rural
Have achieved, by 2020, a significant improvement in the lives of at least 100 million slum dwellers	<ul style="list-style-type: none"> Proportion of population with access to improved sanitation Proportion of households with access to secure tenure

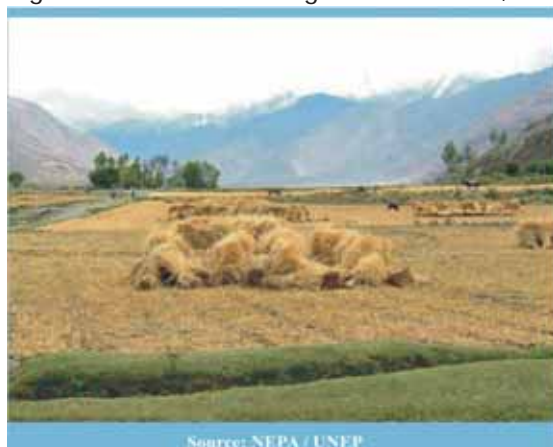
CHAPTER 1

SITUATIONAL CONTEXT

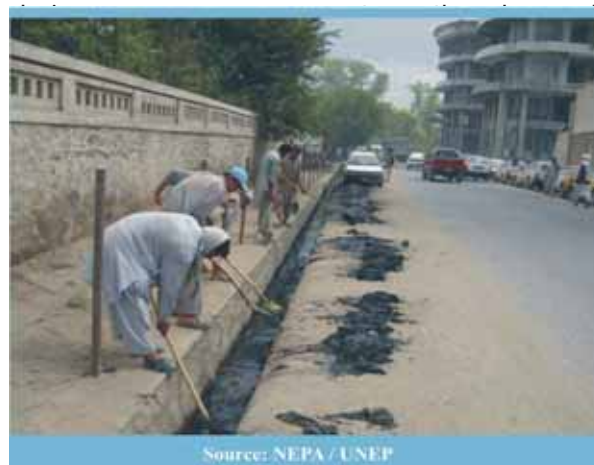
STATE OF ENVIRONMENT

Approximately 80% of the population of Afghanistan directly relies on the natural resource base of the country to meet its daily needs. In 2003, the UNEP post-conflict environmental assessment in Afghanistan found that many livelihoods are under threat by the alarming degree of environmental degradation caused by a combination of conflict, poverty, population growth and survival tactics. Already, the lack of basic natural resources, such as clean water or pastures, has led to the collapse of many rural livelihoods, turning many people into environmental refugees and increasing population pressures in urban centres. The decline in the country's natural resource based has increased vulnerability to natural disasters and food shortages, thereby further increasing poverty and decreasing opportunities for sustainable livelihoods. Human health is also directly threatened by pollution hotspots and inadequate waste management and sanitation practices. Key aspects of Afghanistan's current state of the environment include the following:

Figure 3. Wheat harvesting in Badakhshan, 2002



Urban Environment. In the urban environment, human health is being placed at risk by poor solid and liquid waste management practices and a lack of adequate uncontaminated drinking water, indoor and ambient air pollution and sanitation infrastructure. Adequate landfills do not exist in any towns and cities, and no measures are being taken in relation to existing dumpsites to prevent groundwater contamination or reduce toxic emissions arising from the burning of solid waste. Furthermore, many polluting industrial activities are being undertaken without regard for environmental protection or the health of workers. Land and other resources, such as natural and cultural heritage, is degraded by poorly planned or un-planned development activities. New settlements are being developed on sensitive and hazardous areas including steep terrain and areas prone to landslides, river flood plains and



Surface and Groundwater: Water is the key to the health and well-being of the Afghan people. Approximately 75-80% of the population requires consistent access to water to maintain agricultural production. The damage to the water resources

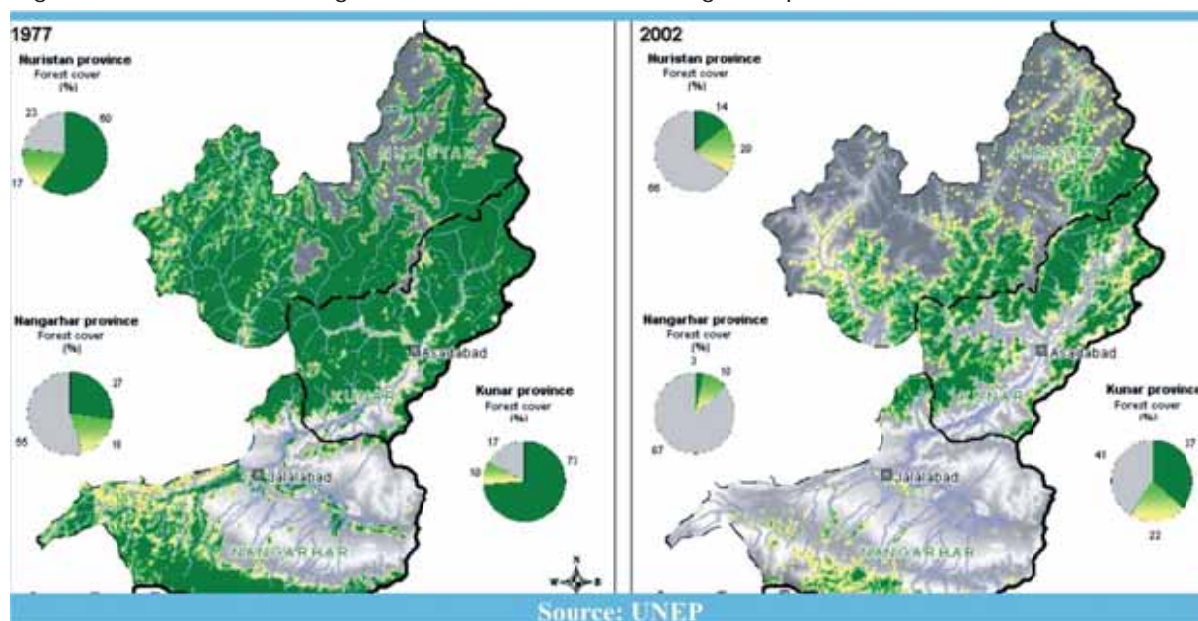
of the country is immense. Drought and uncoordinated and unmanaged extraction of both ground and surface water resources, and urban development, has severely depleted and degraded the available water resource base resulting in a water quantity and quality crisis. Similarly, water quality is threatened by contamination from waste dumps, chemicals, open sewers and urban rainwater runoff. Due to mismanagement of surface water, many of Afghanistan's wetlands are completely dry and no longer support wildlife populations or provide agricultural inputs.

Forests and Rangelands: The forests and woodlands of Afghanistan provide key resources for the livelihoods of the Afghan population. Timber products such as fuelwood for cooking and construction materials for shelter are extremely important for overall survival.

Non-timber forest products, such as nuts, leaves, mushrooms, and forest-related flora and fauna, are also important for the food security of people. In addition, forests and vegetation prevent land from eroding, and maintain an ecological balance in ecosystems and water catchment areas. Illegal harvesting is depleting forests and woodland resources rapidly, and widespread over-grazing is preventing regeneration.

Satellite analyses conducted by UNEP in 2002 revealed that conifer forests in the provinces of Nangarhar, Kunar and Nuristan have been reduced by an average of 50 percent since 1978. The loss of forests and vegetation, excessive grazing and dry land cultivation expose soil to serious erosion. As such the productivity of the land base is declining, driving people from rural to urban areas in search of food and employment.

Figure 5 : Forest cover change in Nuristan, Kunar and Nangarhar provinces , 1977 and 2002



Soils: The soils of Afghanistan are one of the most important foundations for the Afghan economy. They are the basis for agriculture and animal husbandry, and at the same time support the growth of natural vegetation.

However, due to decades of overuse and poor management, many of the soils are slowly eroding and land productivity is being reduced. Some of the degradation is so severe that recovery cannot take place without human intervention. One of the most threatening impacts arising from loss of soil and vegetation is desertification and increased flood risk.

Air: Dust and vehicle emissions (exacerbated as a result of the use of low grade hydrocarbons) in Afghanistan's urban areas are the main factors adversely affecting air quality. According to estimates from 2002, the vehicle density in the country was 500'000 cars, 30'000 buses and 50'000 trucks – figures that are growing rapidly. During late autumn and winter, air quality is worsened by domestic emissions arising from increased use of ovens, stoves and open fires. Electricity shortages and a lack of fuel wood mean that households resort on occasions to burning packaging materials, often resulting in the release of toxic emissions.

Figure 6.: Vehicle and population density influencing air quality in Kabul, 2005



Wildlife and Biodiversity: Afghanistan's wildlife heritage is also under threat. Flamingos have not bred successfully in Afghanistan for around eight years, and the last Siberian crane was seen in 1986. While the Wakhan Corridor contains healthy populations of endangered snow leopards and other mammals, including Marco Polo sheep, active hunting is occurring in many regions of the country, either for sport, for food, or in order to supply furs for sale to foreigners in Kabul. The legal status of all protected areas is currently in question, pending passage of protected areas regulations under the Environment Law. Even though the protected areas regulations and management plans are currently under development, no management is taking place to protect and conserve their ecological integrity and wildlife until the regulations and management plans are finalized. Furthermore, less than one percent of the land base is contained within protected areas (none of the protected areas are gazetted as yet) – and none of which cover the dwindling conifer forests of the east. As Afghanistan's wildlife and biodiversity could be a critically important component for future tourism revenue, attention should be given towards protecting these resources before the opportunity is missed forever.

If the current environmental problems in Afghanistan are not addressed, the following impacts can be expected.

- Existing chemical contamination of air, soil and water resources at pollution hotspots will threaten human health and undermine workforce stability and economic productivity.
- Vulnerability to natural disasters and food shortages will increase, which will hinder development efforts and compound humanitarian crises.
- Unequal distribution of water resources could lead to severe water

scarcity in some regions, threatening human livelihoods, creating environmental refugees, compounding adverse humanitarian conditions and increasing regional tensions.

- The adverse environmental impacts of reconstruction and development projects will create a large set of new environmental problems and impacts to livelihoods if not regulated and mitigated. Addressing these problems will have significant long-term financial implications for the government of Afghanistan.

- Unsustainable use of water resources could threaten agricultural production and food security, as well as wetland ecology and biodiversity.

- Mismanagement of municipal, industrial and military wastes could lead to further contamination of air, soil, and water resources (with adverse impacts on human health and well-being, as well as the environment) and to the creation of new pollution hotspots.

- Continued deforestation combined with livestock grazing and water scarcity will lead to increased soil erosion, desertification, reduced fertility and ecosystem services and diminished agriculture production.

- Continued loss of vegetation and green cover and mismanagement of soil will lead to floods, mudslides, deterioration of groundwater quality, and rapid run off of water during the wet season.

- Continued declines in biodiversity and increased listing of endangered species due to habitat loss and the lack of an effective protected areas system.

- Environmental refugees could be created due to land degradation and resource scarcity.

- The quality of life in urban centres will deteriorate due to increased vehicle traffic and pollution levels.

- Non-renewable resources will be exploited on an abstraction-based approach which precludes the ability for sustainable management for both production and conservation.

- Environmental investments may be conducted in an overlapping and non-coordinated way leading to inefficiency, redundancy and non-optimal use of limited resources.

- Citizens of Afghanistan will lack basic environmental information on the key problems faced by the country, and on the location of pollution hotspots.

- Donors, UN agencies and the international community will lack information on the key environmental investment needs for 2007 and beyond.

If environmental issues are not mainstreamed into the reconstruction agenda and national budget, the basic prerequisites for sustainable development will not be met.

INSTITUTIONAL FRAMEWORK AND CAPACITY ASSESSMENT

The recent establishment of an environmental function within the centralized government system reflects Afghanistan's development priorities. Still a nascent function, environment has changed organizational location and structure since its inception. In 2002, the new function was first housed in the Ministry of Irrigation, Water Resources and Environment (MIWRE) as the Department of Environment.

In January 2005, the Department of Environment was separated from MIWRE and was subsequently

declared an independent Department of Environment. In May 2005 the environmental function was given the status of an independent National Environmental Protection Agency (NEPA).

NEPA's capacity to implement its mandate remains relatively limited but the impending completion of the Priority Reform and Restructuring (PRR) process will provide a stable organizational structure with staff hired under appropriate Terms of Reference following a transparent recruitment process. The organizational transition of the environment function since 2002 has precluded the consistent development of technical and managerial skills within both NEPA and other governmental authorities involved in environmental management. Similarly, there has been little opportunity in Afghanistan's recent history to develop a functioning education and administrative system to support environmental management. Thus the capacity of both NEPA and other government institutions to both conduct environmental management and implement this Strategy requires significant training and capacity development.

The following list illustrates the roles and responsibilities of other governmental authorities in relation to environmental management.

- **The Ministry of Agriculture, Irrigation and Livestock (MAIL)** is the second most important institution in relation to environmental management as it has the mandate for natural resource management of forests, rangeland, protected areas and wildlife. The fundamental principles of environmental management, set out in Article 5 of the Environment Law, must be applied by any institution exploiting natural resources for material gain, or exercising a public function, or creating or implementing policies and regulatory frameworks that are likely to affect the management of the natural resources of Afghanistan or the conservation and rehabilitation

of its environment. Range management policies and laws need to be founded on the principle of sustainability. The use of environmentally harmful pesticides, such as DDT, must be deterred. The introduction of any alien or genetically modified crop or other species is regulated in terms of the Environment Law.

- **The Ministry of Energy and Water** is responsible for managing water resources and energy. The basic ecological needs of Afghanistan's water resources need to be balanced against social and livelihood demands. Pollution of water resources needs to be prevented and controlled through enforcement of water quality standards. Protection should be afforded to wetlands and other water resources of high ecological value. Public awareness raising of the value of water, a limited resource in Afghanistan, is required. The Ministry of Energy and Water should establish a working relationship with NEPA to learn about the EIA process and contribute to its application to the development of water infrastructure. Water quality regulations should be developed in cooperation with all relevant authorities and should reflect the direction of the Environment Law. The environmental impact assessment and pollution control provisions of the Environment Law must be complied with in regard to the construction, upgrading and operation of facilities and infrastructure required to generate and transmit electricity. Reliance on fossil fuels needs to be reduced both because fossil fuels are a finite resource and due to the generation of greenhouse gases contained in fossil fuel emissions. Further investment in renewable energies is required.

- **The Ministry of Public Health:** The link between poor environmental practices and the associated impact on public health will be addressed through programs in this Ministry including the transmission of communicable diseases, respiratory illnesses, water and air borne diseases, public sanitation and industrial pollution. Public health education and awareness raising will be reinforced with environmental information.

- **The Ministry of Urban Development and Housing:** Management and regulation of the urban environment rests with this Ministry. The development of adequate urban development and management plans and systems for human, municipal and industrial waste management is important to ensure resource and energy-conserving, environmentally sound and health environments. Environmental impact assessments must be undertaken in accordance with the Environment Law in regard to urban development plans and the construction or upgrading of facilities for the storage and treatment of waste and sewage. Public awareness rising is required regarding the impacts of poor waste management practices on human health and the environment.

- **Ministry of Public Works:** The application of environmental impact assessments to the development of road construction, operation and maintenance of roads, railways, water ports, and airfields is pertinent to this Ministry. In addition, Afghanistan's National Ozone Unit, housed in NEPA, can provide information about the proper transport of ozone producing appliances, such as refrigeration and air conditioning units.

- **The Ministry of Transportation and Civil Aviation:** Environmental impact assessments must to be undertaken in accordance with the Environment Law in regard to the construction of new airports, or the upgrading of existing ones and to new roads that may have a significant adverse impact on the environment. Government agencies and their implementing partners constructing, rehabilitating or repairing roads should first consult with NEPA regarding environmental impact assessment regulations and the associated process. The provision of an effective public transport system lies within the realm of this ministry.

- **Ministry of Women's Affairs:** The Ministry of Women's Affairs is responsible for ensuring that gender perspectives are appropriately reflected in environmental policies, programmes and legislation in order to

facilitate gender equality through environmental management. The link between gender and environmental sustainability will benefit from sex-disaggregated data, prioritization of critical issues and development of associated interventions.

- **Ministry of Labour, Social Affairs, Martyrs and Disabled:** The development environmental programs in urban and rural areas will provide additional options in fields such as waste management, reforestation, and environmental remediation associated with road construction and land reclamation.

- **The Ministry of Justice:** Responsible amongst others for drafting, publishing and distributing legislative documents.

- **The Ministry of Interior:** Responsible amongst others for the enforcement of laws and regulations.

- **The Afghanistan National Disaster Management Authority:** The environmental dimensions of disasters, especially in relation to mitigation of and response to natural and industrial disasters, need to be incorporated into relevant policies and plans.

- **Ministry of Foreign Affairs** handles international agreements between Afghanistan and other countries and regional cooperation issues.

- **Ministry of Commerce:** Responsible amongst others to regulate trade. Transboundary trade in banned or restricted goods (such as ozone depleting substances and endangered species) must be deterred through regional border cooperation.

- **Ministry of Finance and Ministry of Economy** have the responsibility to appropriately allocate budgets to ministries and sanction development plans and programs according to Afghanistan's environmental regulations, laws, standards and programmatic priorities.

Additionally, the development of fiscal policies and economic incentives for financing environmental goods and services is necessary for effective environmental management.

LEGISLATIVE FRAMEWORK

The combination of the disruption of Afghanistan's system of governance and destruction of its natural resources prompted the development of an Environment Law, which is the first legal instrument related to the country's environment. The legislation was approved by the President and entered into force in December 2005. During 2006, the Law was approved by the National Assembly, and the final version was published in the Official Gazette in January 2007 (Issue No. 912, dated 25 January 2007).

The Environment Law is based on international standards that recognize the current state of Afghanistan's environment while laying a framework for the progress of governance leading to effective environmental management.

NEPA is currently developing sets of regulations under the Environment Law addressing the following sectoral areas: environmental impact assessment (EIA); integrated pollution control (IPC); protected areas management; ozone depleting substances; environmental quality standards (air, water, pollution, waste management) and compliance and enforcement. Other environmental legislation under development includes a Forest Law and Rangeland Law, which is being developed by the Ministry of Agriculture, Irrigation and Livestock. The former legislation has been submitted to the Ministry of Justice for processing, while the technical content of the latter piece of legislation is still being finalised in cooperation with relevant stakeholders. Wildlife and hunting legislation is also in the early stages of development.

NEPA will develop air quality standards for Afghanistan, based on available data including the Kabul Air Quality Management Report prepared by the Asian Development Bank (ADB).

Within the next few years, Afghanistan's environmental regulatory framework will be relatively complete. Effective implementation and enforcement of those laws will however

take some time to achieve, particularly where relatively new management ideas have been introduced, as in the case of the natural resource legislation that is under development. Implementation will occur in a piecemeal manner, using a field-level piloting approach.

INTERNATIONAL REGULATORY FRAMEWORK (MEAS)

With respect to multilateral environmental agreements and regional cooperation, Afghanistan has primarily concentrated on "green" transboundary issues concerning protection and preservation with NEPA and the Ministry of Agriculture, Irrigation and Livestock dividing duties as the respective focal points. Afghanistan has signed but not ratified the Basel Convention regarding transboundary movement and disposal of hazardous waste, and is in the process of acceding to the Convention on Migratory Species (CMS) and the Ramsar Convention on Wetlands. The Ministry of Agriculture and Irrigation is the focal point for the UN Convention on Biological Diversity (UNCBD), the UN Convention to Combat Desertification (UNCCD) and the Convention on International Trade of Endangered Species (CITES).

Afghanistan has also ratified the ozone treaties (the Vienna Convention and the Montreal Protocol), and the UN Framework Convention on Climate Change (UNFCCC) with NEPA as the focal point.

Afghanistan is not yet a Party to the Kyoto Protocol (to UNFCCC), or to the “brown” chemicals conventions, including the Stockholm (“POPs”) and Basel Conventions. Administration of these conventions is burdensome, and NEPA does not yet have the capacity to undertake such a task adequately.

GOVERNMENT BUDGETARY ALLOCATIONS

Environment and hence the National Environmental Strategy cuts through most sectors of the ANDS and can not be dealt with as a sector per se. Mainstreaming is particularly important for ensuring annual budgetary allocations with respect to environmental requirements. Budgetary allocations from the Ministry of Finance and associated budget requests from Ministries should include an appropriate level for activities mandated under the Environment Law, such as EIAs, or to fund environmental activities in line with respective mandates. Ministerial participation in environmental coordination mechanisms such as the Committee for Environmental Coordination will provide Ministries with the relevant information to appropriately draft their annual budget requests.

An analysis of government budgetary allocations should be conducted annually starting from a baseline year of 1386, the first complete fiscal year after passage of the Environment Law, to monitor the allocation of funds among all sectors and the respective Ministries for environmental management activities.

INTERNATIONAL PARTNERS

International partners to NEPA and other government authorities have provided the initial precedent and experience to help the government understand and begin setting environmental governance and environmental management

into place. The associated projects have focused primarily on thematic areas of Afghanistan’s environment such as biodiversity, afforestation, watershed management, natural resource management, renewable energy, environment and poverty reduction. However, the combined efforts has produced a body of lessons learned that directly informs this Strategy. The continued assistance of international partners is crucial to the implementation of the National Environmental Strategy.

Active international partners contributing to the field of environmental management in Afghanistan are the following:

- European Commission (EC)
- Government of Finland
- United Nations Environment Programme (UNEP)
- United Nations Development Programme (UNDP)
- Asian Development Bank (ADB)
- World Bank (WB)
- Global Environmental Facility (GEF)
- United States Agency for International Development (USAID)
- Wildlife Conservation Society (WCS)
- United States Department of Agriculture (USDA)
- United Nations Office for Project Services (UNOPS)/ Afghanistan Conservation Corps (ACC)

- Aga Khan Development Network
- Government of Norway
- DACAAR
- MADERA
- Mercy Corps

Role of Civil Society and Private Sector

Civil society plays an important role in holding government, other institutions and the private sector accountable with regard to the status of the environment in Afghanistan and the effectiveness of environmental management. Correspondingly, civil society is key to ensuring sustainable approaches to environmental stewardship for both public citizens and the private sector.

In order for the civil society to fulfil this role, public awareness about the roles and responsibilities of citizens with regard to environmental matters needs to be strengthened through existing civic structures. In their roles as customary and elected representatives shuras, Community Development Councils (CDCs), District Development Authorities (DDAs), Provincial Development Councils (PDCs), civic and religious leaders provide a vehicle to help implement and enforce environmental laws and regulations at the local level, as well as shape behaviours of the public away from environmental damage and towards environmental stewardship. The knowledge and skills of local communities in relation to sustainable natural resources and environment management, in particular those of women, need to be reflected in policies, programmes and legislation.

The same responsibilities apply to the private sector. Business developers need to be aware of their responsibilities with regard to environmental standards, pollution mitigation and the concept of sustainability.

The relevant regulatory provisions of the Environment Law that relate to environmental impact assessment and pollution control must be complied with. At the same time, the private sector offers entrepreneurial and technical innovation that can be applied to the environment such as clean technologies and sources of renewable energy. Government support through financing mechanisms and other incentives will help bridge the application of private enterprise to public environmental goods and services.

RELATIONSHIP WITH OTHER ANDS CROSS-CUTTING ISSUES

A. Gender

Worldwide a strong, well-documented relationship exists between gender and environment; though hardly any significant work has been conducted in Afghanistan on aspects such as: (1) Compilation of statistics of gender-disaggregated environmental goods and services; (2) Targeted interventions to address the environmental issues that impact women more adversely such as indoor air pollution, lack of access to drinking water, promotion of health and sanitation within the family etc.; (3) Recognition of women's specific contribution to sustainable environment management.

The National Environment Strategy incorporates gender within the developing framework for environmental governance and management rather than treating gender as a separate aspect.

B. Regional Cooperation

There are several environmental issues in Afghanistan that require a transboundary approach to management. Examples include water sharing the Amu Darya and Helmand basins, forest management in the Eastern provinces and protected areas in the Wakhan corridor and

Sistan basin wetlands. Transboundary initiatives on Amu Darya, Wakhan corridor and Sistan basin wetlands are in early stages of engagement.

C. Capacity Building and Institutional Reform

Capacity building needs of the environmental management institutions are as acute as in any other set of institutions in Afghanistan. The main difference being that the premier environmental management institution, National Environmental Protection Agency (NEPA), is a newly created nascent institution lacking political clout, financial strength and trained human resources.

D. Counter Narcotics

The security and licit livelihoods goals of the Counter Narcotics and associated National Drug Control Strategy will be supported through environmental governance and management. A healthy environment capable of supporting productive natural resources, coupled with legal identification of land access and ownership will contribute to more self-sufficiency and livelihoods options, particularly at the community level.

E. Anti-Corruption

Illegal appropriation of land, forced early harvest of communally-owned natural resources such as pistachio and almond, corruption in urban waste management programs are examples of corruption issues that have the potential to constrain the expansion of environmental programs and overall environmental management.

MOST IMPORTANT CHALLENGES FOR THE NATIONAL ENVIRONMENT STRATEGY

- Throughout Afghanistan weak environmental institutions need to be

strengthened, responsibilities need to be established clearly and coordination needs to be improved.

- The scarcity of qualified, trained and experienced human resources is particularly acute in the field of environmental management.
- Low allocation of funds to the development of environmental management as compared to the challenges facing Afghanistan's environment is a major concern.
- NEPA is a fledgling institution, and the environmental mandate is a new one – factors that contribute to its low status among governmental institutions.
- Enforcement of legislation is a challenge in a country that has not known rule of law for decades.
- Mobilization and involvement of the general public as environmental stewards, is key, as is the early sensitization of the young generation by including environmental themes into education curricula.
- The role of women in sustainable natural resources management, domestic waste management, sanitation management, and domestic emissions management, is not well understood.
- Low awareness in governmental institutions with regard to environmental issues.
- Poor collaboration among the relevant government institutions in utilizing existing environmental coordination mechanisms.

CHAPTER 2

MAINSTREAMING ENVIRONMENT: APPROACHES AND PRIORITIES

STRATEGIC VISION AND GOALS:

Vision

The National Environment Strategy aims to improve the quality of life of people of Afghanistan through conservation, protection and improvement of the country's environment.

Goals

Secure a clean and healthy environment for the people of Afghanistan.

Attain sustainable economic and social development while protecting the natural resource base and the environment of the country.

Ensure effective management of the country's environment through participation of all stakeholders.

The strategic vision and goals of the National Environment Strategy proceeds from the application of four priority programme areas to build NEPA's capacity and ability to conduct its mandate. From there, the Strategy elaborates priority programmes areas for environmental management based on thematic strategies.

PRIORITY PROGRAMME AREAS FOR NEPA

A. Training and Capacity Building

In order to provide accurate information, technical assistance and effective dissemination NEPA requires a comprehensive and on-going training and capacity building program with donor and

implementing partners, in a phased approach, to develop and reinforce staff skills in administration, management, and NEPA's programmatic areas: legal and regulatory, enforcement, EIA, environmental policy and information; outreach and communication, environmental education and awareness, multi-lateral environmental agreements.

B. Legal and Regulatory Frameworks

With the promulgation of the Environment Law and impending issuance of the Environmental Impact Assessment (EIA) policy and regulations, and with further regulatory instruments and a national environmental policy in the pipeline, NEPA is poised to begin educating institutions about the components of these legal instruments and their overall application, to develop the processes and systems required for implementation, and, ultimately, to begin adequately enforcing the framework.

These activities are central to attainment of the environment benchmark in the I-ANDS. NEPA will begin working with relevant government authorities to develop air quality, water quality, waste management and pollution control regulations following international standards for such "brown" environmental issues. The establishment of these regulations will help mainstream the government of Afghanistan's standards for environmental quality. Similarly, further "green" or environmental protection regulations will establish the government's standards for its natural resources including forests and areas of environmental significance such as national parks.

C. Environmental Education, Awareness and Outreach

Public participation is a key feature of the Environment Law and the EIA regulations, and will similarly feature as a component of further environmental laws and regulations. As a coordinating body, NEPA's role includes helping to inform stakeholders, including the Afghan public and government, of their rights and responsibilities under the legal and regulatory framework.

Thus, NEPA will initiate a public awareness campaign in both urban and rural areas to disseminate messages about Afghanistan's environment, the government's priorities regarding its use and protection and the government's commitment and willingness to help improve the lives of Afghans through a rehabilitated environment.

NEPA will also work with the Ministry of Education and Kabul University to develop supplemental, formal environmental materials to teach Afghan students about the relevance and importance of the environment to their daily lives and to begin building a cohort of Afghan professionals with the knowledge and ability to further environmental management in Afghanistan. NEPA will also utilize non-formal education platforms such as mullahs, Islamic scholars, community-based schools, women's programs, literacy and vocational programs to incorporate environmental information and education materials.

Finally, NEPA will help establish environmental focal points in key government authorities, such as the Ministry of Agriculture, Irrigation and Livestock, the Ministry of Public Health, the Ministry of Education, the Ministry of Women's Affairs and municipalities to provide timely and relevant environmental information.

D. Environmental Information and Policy

Sound environment policy decision-making and a reliable policy analysis process depends on quality scientific information collected from reliable environmental monitoring systems.

Capacity building in the area of environmental information analysis and the scientific base for policy formulation is the key towards the sustainable use of environment resources and sustainable development of the country. The absence of environmental policies and environmental monitoring will affect the development of the environment sector unless a comprehensive program is established. With stakeholder consultation, NEPA will develop and issue a National Environmental Policy, establish a regular environmental monitoring system and associated database and produce a biennial State of the Environment report to document changes in Afghanistan's environment and inform the status of environmental governance and management.

NEPA will strengthen its coordination role through regular meetings of the Committee for Environmental Coordination (CEC) and the annual National Environmental Advisory Council (NEAC). These coordination bodies were established under the Environment Law to encourage cooperative environmental governance under the direction of NEPA. The purpose of the CEC is to promote the integration and coordination of environmental issues within national and sub-national levels of the government. All relevant ministries and sub-national authorities are represented on the Committee while relevant international donors and partners and national NGOs are afforded observer status. The NEAC comprised of representatives of different levels of Afghan society such as governors, Islamic scholars, tribal elders and Provincial, District and Village Council Chairs, will advise NEPA on financial and regulatory matters, as well as environmental matters that are of respectively national and local public importance.

PRIORITY PROGRAMME AREAS, DESIRED OUTCOMES, INPUTS & OUTPUTS FOR ENVIRONMENTAL MANAGEMENT:

	Priority Policies and Objectives	Desired Outcomes		Inputs & Outputs / Programs		Responsible Agencies
		Short term (2 years)	Mid term (5 years)	Policy Actions/ Measures	Projects	
(1)	Restoration and Sustainable Use of Rangelands	<ul style="list-style-type: none">▪ Institutions and processes established for conflict resolution of access to and ownership of rangelands▪ Develop, facilitate and implement community based practices for the management of rangelands.	<ul style="list-style-type: none">▪ Better management practices for rangeland management, including rotational regimes, improved grazing practices, etc, established.▪ Restoration of important rangeland areas initiated.▪ Recognition and enforcement of access to rangelands▪ Modern practices initiated for conservation and sustainable use of Non-Timber Forest Resources.▪ Modern management practices initiated for conservation and sustainable use of forest resources.	<ul style="list-style-type: none">▪ Drafting, consultation and approval of national rangelands policy.	<ul style="list-style-type: none">▪ Rangeland programme comprising conservation and sustainability components, implemented at the community level	<ul style="list-style-type: none">▪ MAIL▪ MRRD▪ Ministry of Women's Affairs▪ Ministry of Justice▪ Community Institutions
(2)	Restoration and Sustainable Use of Forests	<ul style="list-style-type: none">▪ Institutions and processes established for conflict resolution on access to and ownership of forests.▪ Community based forest management practices initiated.	<ul style="list-style-type: none">▪ Drafting, consultation and approval of forestry policy.	<ul style="list-style-type: none">▪ Forestry programme comprising conservation and sustainability components, implemented at the community level	<ul style="list-style-type: none">▪ MAIL▪ MRRD▪ Ministry of Women's Affairs▪ Ministry of Justice▪ Community Institutions	
(3)	Conservation of Biodiversity	<ul style="list-style-type: none">▪ Management plans prepared, approved and notified for protected areas and national parks, including game reserves, wetlands and bird sanctuaries.▪ Community based programmes initiated for conservation and sustainable use of natural resources.	<ul style="list-style-type: none">▪ Approval of protected areas regulations.▪ Drafting, consultation and approval of national biodiversity policy.	<ul style="list-style-type: none">▪ Biodiversity programme comprising protection and sustainable use of biodiversity in rangelands, forests and protected areas.	<ul style="list-style-type: none">▪ MAIL▪ NEPA▪ Ministry of Women's Affairs▪ Ministry of Urban Development▪ Municipalities▪ Department of Defence	

Priority Policies and Objectives	Desired Outcomes		Inputs & Outputs / Programs		Responsible Agencies
	Short term (2 years)	Mid term (5 years)	Policy Actions/ Measures	Projects	
(4) Accession to/ Signing and Enforcement of MEAs	<ul style="list-style-type: none"> Accession to Ramsar Convention and CMS Enforcement of Ozone conventions Initiation of and enforcement of UNFCCC, UNCBD, UNCCD 	<ul style="list-style-type: none"> Signing of Kyoto Protocol or its successor protocol Enforcement of MEAs acceded / signed by Afghanistan 	<ul style="list-style-type: none"> Secure approval for the accession instruments for Ramsar Convention and CMS from parliament Regular ODS surveys for Afghanistan Strengthening of MEA Focal Point institutions. Declaration of natural heritage sites. 	<ul style="list-style-type: none"> GEF enabling projects for MEAs Implementation of National ODS Phase Out projects 	<ul style="list-style-type: none"> NEPA MAIL Ministry of Foreign Affairs
(5) Preservation of Natural and Cultural Heritage	<ul style="list-style-type: none"> Natural heritage sites identified and notified. 	<ul style="list-style-type: none"> Ecotourism programmes for natural heritage sites initiated. 		<ul style="list-style-type: none"> Individual natural heritage site development projects. 	<ul style="list-style-type: none"> NEPA MAIL Ministry of Information, Culture and Youth Ministry of Urban Development Communities Security Institutions
(6) Encouragement to Community Based Natural Resource Management	<ul style="list-style-type: none"> Support mechanism established for programmes and projects utilizing community based natural resource management approaches. 	<ul style="list-style-type: none"> Programmes and projects utilizing community based natural resource management approaches initiated. 	<ul style="list-style-type: none"> Inclusion of CB NRM approaches in rural development programmes and projects. 	<ul style="list-style-type: none"> Area based rural development projects with CBNRM approaches. 	<ul style="list-style-type: none"> NEPA Ministry of Energy and Water MRRD Ministry of Women's Affairs Ministry of Mines Ministry of Information, Culture and Youth Communities

	Priority Policies and Objectives	Desired Outcomes		Inputs & Outputs / Programs		Responsible Agencies
		Short term (2 years)	Mid term (5 years)	Policy Actions/ Measures	Projects	
(7)	Prevention and Abatement of Pollution	<ul style="list-style-type: none"> Institutions and processes established for vehicle registration, examination and tune up. 	<ul style="list-style-type: none"> Vehicle registration, examination and tune up programmes initiated. 	<ul style="list-style-type: none"> Drafting, consultation and approval of pollution control policy. Approval of Environment Impact Assessment (EIA) regulations. Approval of EIA administrative procedures. Drafting, consultation and approval of national environmental quality standards, including air and water quality standards. 	<ul style="list-style-type: none"> Capacity building projects for relevant ministries for pollution control measures. Capacity building projects for relevant ministries for enforcing Environment Impact Assessment (EIA) regulations. Capacity building projects for relevant ministries for enforcing National Environment Quality Standards. 	<ul style="list-style-type: none"> NEPA MAIL Ministry of Transportation Ministry of Finance Ministry of Commerce Directorate of Local Governance Ministry of Information, Culture and Youth Municipalities The public NEPA Ministry of Urban Development Municipalities Directorate of Local Governance The public
(8)	Urban Environmental Management	<ul style="list-style-type: none"> Urban environment improvement programmes initiated including garbage collection and disposal; Development of landfills. Institutions and processes established for collection and treatment of waste from urban small industries. Roles and responsibilities established for environmental education and awareness. 	<ul style="list-style-type: none"> Expansion of urban environment improvement programmes, including wastewater systems and treatment programmes initiated. Collection and treatment of waste from urban small industries started. Programmes and projects established to promote environmental education and awareness. (Amongst others on: environmental health, personal hygiene, air & water pollution, land degradation, biodiversity conservation, promotion of renewable energy and energy efficiency) Inclusion of environmental subjects and contents in curriculum of schools and universities and as supplemental material. 			
(9)	Environmental Education and Awareness			<ul style="list-style-type: none"> Material developed and human resources trained. Teaching materials provided. Female and male teachers trained 	<ul style="list-style-type: none"> Projects in formal education institutions - primary, secondary and tertiary schools and universities. Projects in non-formal education programs - literacy, vocational, community-based schools, religious classes and women's programs 	<ul style="list-style-type: none"> NEPA Ministry of Education Ministry of Higher Education Ministry of Women's Affairs Ministry of Information, Culture and Youth Ministry of Hajj and Islamic Affairs MAIL Ministry of Energy and Water.

THEMATIC STRATEGIES

FORESTRY AND RANGELAND

Forests and rangelands are particularly valuable in dry land regions such as Afghanistan. They provide fuel wood and timber, as well as other non-timber forest products such as nuts and medicinal plants. Forests are also prime habitat for many animal species, including some threatened with extinction. Extensive tree cover can also help to moderate local climate conditions and reduce potentially damaging runoff after sudden rain fall. In many situations, water courses in forested land retain their dry-season flows better than those in un-forested land, making water available for human consumption and irrigation during critical periods. The mixed oak and coniferous forests of the east have potential to be managed as sources of timber, but are being logged illegally, severely reducing the country's natural resource base. Over most of the centre and north of the country, conditions for tree growth are more marginal, and existing tree cover is extremely sensitive to disturbances that may then lead to erosion and desertification. In these regions, open woodlands, with pistachio and almond, are valuable source of nuts for subsistence and export, but have been increasingly cut for fuel wood. Overgrazing combined with an increasing population and corresponding demands for fuel wood over recent decades have resulted in extensive decline in woodlands.

A. Issues

- Significant loss of forest cover and range land leading to:
- Shortage of forest products
- Pasture land becoming principal source of conflict due to competition among settled and nomadic land users and ethnic and territorial concern
- Irreversible loss of topsoil through water and wind erosion caused by the removal of forest, overgrazing and over harvesting
- Operation of irrigation schemes at a fraction of their potential levels
- A depleted livestock sector
- Depletion of wildlife habitats
- Increased detrimental impact of natural disasters due to lack of natural barriers
- Competing land use
- Ownership and access to forests and range land
- Governance and management of forests and range land

B. Desired Outcomes

- Establishment of regimes for proper and effective utilization of forest and rangelands
- Achieving balance between, on the one hand, maximization of production and

productivity in all agricultural land uses and, on the other hand, effective maintenance and enhancement of the natural and wildlife resource base

- Targeting and geographical coverage for community-based resource management
- Establishing strategic roles of people and institutions in community resource management
- Mitigation of natural disasters such as flooding, drought and land degradation through natural resource rehabilitation and management

C. Corresponding Sectors

- Agriculture and Rural Development
- Gender
- Governance and Public Administration

PROTECTED AREAS AND BIODIVERSITY

Protected areas (PA) were first introduced in the West primarily as a means to protect landscapes, wildlife and habitats of particular value, often by exclusion of people and regulation of access and use. Modern approaches to protected areas stress the need for community participation in protected area planning, and for multiple uses aimed to benefit residents as well as maintain natural processes. Evidence from around the world shows that with suitable design and management these goals can be achieved. Afghanistan has never had the benefit of an effective protected areas system. Though some progress was made in implementing a protected areas network designed during the 1970s, the escalation of disorder through that decade, the Soviet occupation in 1979, and the subsequent civil strife, prevented its development

and modernization. A 1992 government review listed the existing protected areas as one national park (Band-e-Amir), three water fowl sanctuaries (Ab-I-Estada, Dasht-e-Nawar and Kole Hashmat Khan) and two wildlife reserves (Ajar valley and Pamir-I-Buzurg). Between 1977 and 1992, a further ten sites were proposed for protected area status, including three important areas in the western half of the country: Registan Desert Wildlife Management Reserve, Hamun-I-Puzak Waterfowl Sanctuary, and Northwest Afghanistan Game Management Reserve.

There has never been an overall enabling legislation providing for the establishment and management of protected areas, and the precise current legal status of each protected area is uncertain. Most were never formally gazetted and institutional structures have since changed. Afghanistan is not yet party to the Ramsar Convention on wetlands, though several wetland sites in the country have previously been identified as of international importance for migratory and breeding

waterbirds.

A. Issues

- Ambiguous legal status
- Lack of enabling legislation for establishing and managing PAs
- Negative impact of war, human settlements, drought, tourism and landmines
- Threats to biodiversity, including hunting of wildlife in PAs
- Degradation of forest cover, cutting of reeds, livestock grazing in PAs
- Poor hydrological conditions in some PAs

B. Desired Outcomes

- Clarity on the legal status and boundaries of PAs
- Enabling legislation on establishing and managing PAs
- Assessment of impact of human settlements, war, drought, tourism and landmines on PAs
- Hydrological and biodiversity assessment of PAs
- Regulation of hunting and other human activities in PAs
- Clearance of land mines from PAs
- Accession to Ramsar Convention

C. Corresponding Sector

- Agriculture and Rural Development
- Justice
- Governance and Public Administration

Water and Wetlands

With rainfall low and erratic in much of Afghanistan, and large areas qualifying as desert or semi-desert, rivers, streams and other wetlands are crucial for human needs such as drinking water and agriculture, and for maintaining populations of wild plants and animals, many of which provide potential for economic opportunities. Although broad calculations suggest that, in average conditions, Afghanistan as a whole uses less than one-third of its potential 75'000 million m³ water resources, regional differences in supply, inefficient use, and wastage mean that a major part of the country experiences water scarcity. The recent years of conflict and poor water management have seriously degraded many of

the wetlands and made it difficult or impossible to make improvements to infrastructure or to integrate uncoordinated local schemes into a coherent national strategy for water.

A. Issues

- Desiccation of wetlands with accompanying loss of vegetation
- Soil erosion and movement of sand, dust and sediments into irrigated areas, irrigations canals and lakebeds
- Loss of agricultural land
- Change in flora and fauna of the wetlands
- Increasing and uncoordinated water extraction
- Ground water salinity
- Pesticides residues in wetlands
- Trans-boundary water management

B. Desired Outcomes

- Improved water management at the basin level, particularly upstream
- Hydrological studies and biodiversity assessment of major wetlands
- Regular monitoring of ground water tables, especially in vulnerable areas
- Integration of watershed development with irrigation improvement.
- Remedial measures for containing impacts of desiccation of wetlands on human and natural environment

C. Corresponding Sectors

- Water
- Agriculture and Rural Development
- Health

AIR QUALITY

Dust and vehicle emissions, unpaved roads, open burning of solid waste and burning biofuels for heat and cooking in country's urban areas are the main factors negatively affecting air quality. Most vehicles run on low-grade fuel and cause problems of air pollution.

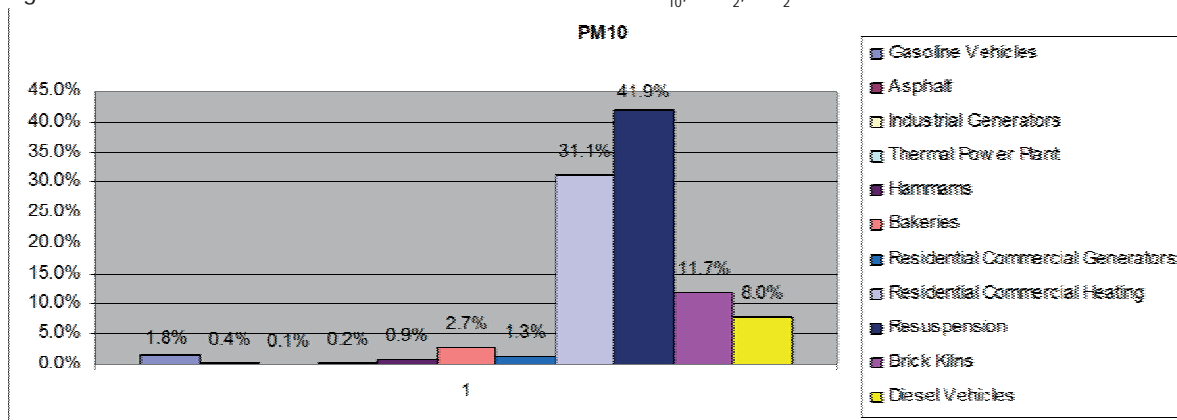
Table 2 shows the estimated annual emissions in Kabul for PM₁₀, NO_x, SO₂, CO, CO₂ and TOC for 2005 in the Kabul Valley.

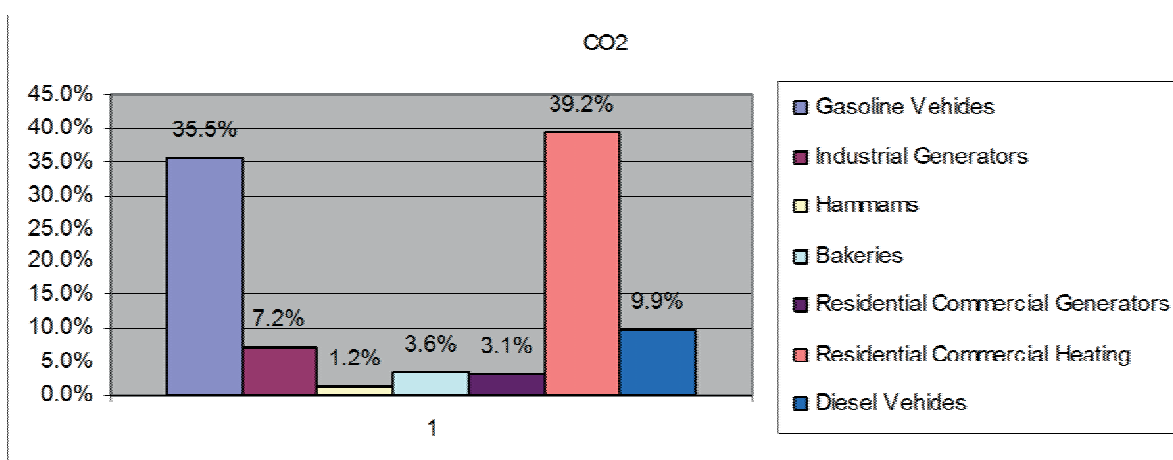
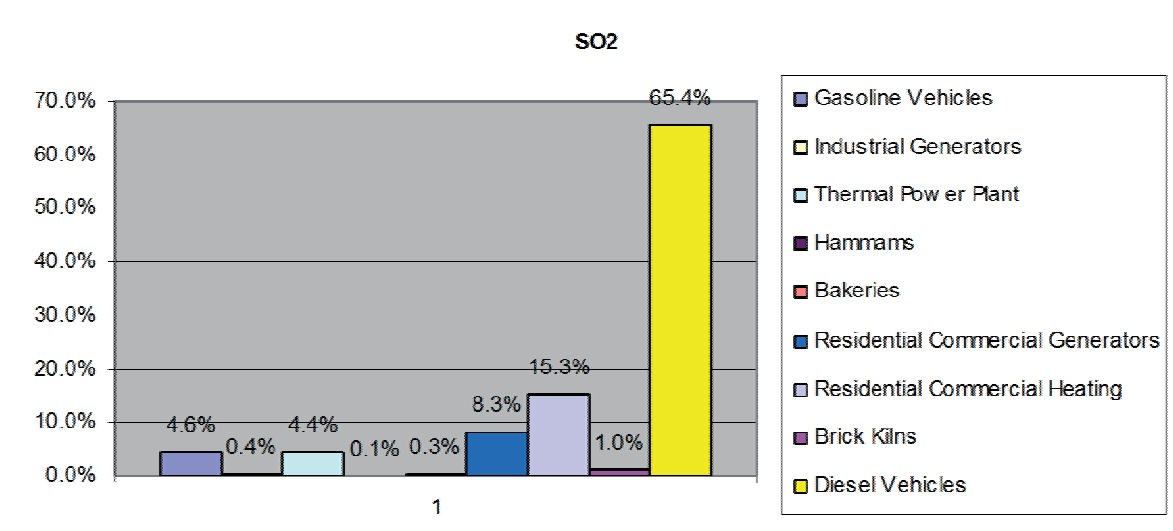
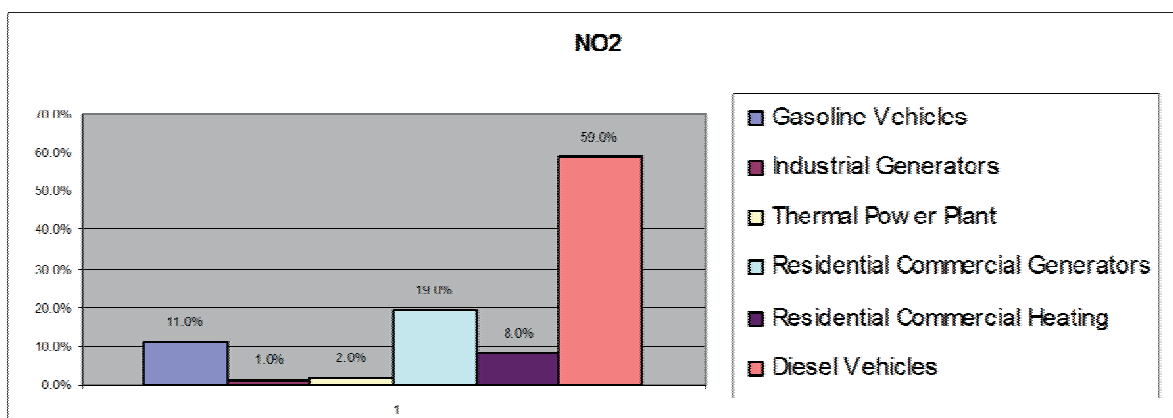
Figure 7. shows the contribution of different sources to emissions of PM₁₀, NO₂, SO₂ and CO.

(The data is based on air emissions inventories prepared based on a pollutant source inventory survey conducted in 2005 and USEPA emission factors)

Annual Emission (Tons)						
	PM ₁₀	NO _x	SO ₂	CO	CO ₂	TOC
Vehicles						
Gasoline Vehicles	310	1,700	113	34,450		
Diesel Vehicles	1,387	9,475	1,625	9,615		
Resuspension	7,278					
Total Vehicles	8,976	11,175	1,739	44,065		
Residential Sources						
Residential/Commercial heating	5,403	1,241	381	38,077	511,833	7,333
Residential/Commercial Generators	223	3,131	207	3,028	120,822	324
Bakeries	463	44	7	3,492		736
Hammams	160	15	2	1,209		255
Total Residential Sources	6,246	4,431	597	45,807	632,655	8,648
Industrial Sources						
Thermal Power Plant	35	347	110	32		16
Industrial Generators	12	185	10	7,121	17,629	239
Brick Kilns	2,030	44	25	44	30	0.19
Asphalt	62	2	3	0.10	532	0.64
Total Industrial	2,138	578	148	7,197	18,191	256
Grand Total	17,363	16,183	2,484	97,068	650,846	8,903

Figure 7: Contribution of Different Sources to Emissions of PM₁₀, NO₂, SO₂ and CO





Source: Draft Kabul Air Quality Strategy Report, NEPA, ADB, January 2007

The potential risks to human health from Poly Aromatic Hydrocarbons (PAHs) through inhalation are increased by the presence of dust in the air. Dust binds hydrocarbon particles, prevents them escaping into the upper atmosphere, and increases the likelihood of human exposure. A combination of drought and loss of vegetation are contributing factors to the increased dust levels.

- **A. Desired Outcomes:**

- Import, production and use of cleaner fuel encouraged through policy reforms.
- Public transport system and pedestrian environment improved
- Vehicular registration, examination system and tune up facilities established
- Private vehicle use reduced
- Urban roads paved
- Air polluting bio fuels for heating and cooking reduced

- **B. Corresponding Sectors**

- Transport
- Urban Development
- Energy
- Health

URBAN AND INDUSTRIAL ENVIRONMENTAL MANAGEMENT

Urban environments, and therefore health, are being degraded by inadequate planning and management practices including poor solid and liquid waste management. Hospitals are significant hotspots as medical wastes are disposed of improperly. There are hardly any proper landfills in any of the towns and cities, and none of the dumpsites are taking measures to prevent groundwater

contamination or toxic air pollution from burning wastes.

There is also evidence of polluting industrial activities operating without regard for environmental protection or health of workers.

- **A. Desired outcomes:**

- National urban environmental management strategy developed and implemented, including pollution control.
- Professional expertise built to undertake Environmental Assessments of policies, urban plans and urban projects.
- Environmental Assessments applied across the board.
- Environmental policies integrated into urban planning.
- Illegal trade in hazardous waste, raw materials and products prevented.
- Urban environmental indicators developed and data collection initiated

- **B. Corresponding Sectors**

- Urban Development
- Health
- Gender

ENVIRONMENTAL EDUCATION AND AWARENESS

Public participation in discussions and decision making on environmental issues and management of natural resources requires more heightened levels of awareness and understanding than exist presently within the broad Afghan community.

Furthermore, the responsibility and stewardship of restoring and maintaining Afghanistan's environment rests with all levels and generations of Afghan society, the private sector as well as the government. Therefore, training and capacity needs in environmental education and awareness are considerable to empower the public with the legal rights and personal desire to protect the environment and provide incentives for behaviour change.

- **A. Desired Outcomes:**

- Environmental education and awareness strategy developed and implemented.
- Media awareness enhanced.

- Environmental education and awareness material, including curriculum, developed.
- Evidence of behaviours supporting the environment such as participation in waste management programs, use of public waste facilities, endorsement of environmental and natural resource management programs and regulations.

- **B. Corresponding Sectors**

- Education
 - Agriculture and Rural Development
 - Gender
 - Health
 - Energy
-

CHAPTER 4

IMPLEMENTATION AND MONITORING

Strategic coordination of the ANDS is to take place on a sector-by-sector basis through a Consultative Group (CG) mechanism. Under the CG mechanism, environment features as a cross-cutting issue (hence the existence of the Environment Cross Cutting Consultative Group (CCCCG), and also a sectoral issue. In regard to the latter, a Natural Resources and Environment technical working group (TWG3.6) exists in the CG dealing with Infrastructure and Natural Resources (CG3). Environment as a cross-cutting issue, must be mainstreamed across all sectors and in each programme area through the development of policy benchmarks to ensure that government, donors and implementing agencies follow established norms with respect to the incorporation of environmental considerations into the design and implementation of projects, and provide adequate oversight and monitoring of the environmental impacts of humanitarian and development projects.

The ANDS Technical Working Groups play a crucial role in ensuring issues encountered in the implementation of programs and ministerial/sectoral strategies are effectively

addressed. Their assessment must be frank, identifying the problems encountered in the implementation of the benchmarks. This will allow the CGs to more effectively address the issues and meet their obligation of reporting to the Oversight Committee (OSC) and Joint Coordination and Monitoring Board (JCMB) on progress in fulfilling the high-level benchmarks.

Table 1 lists cross-cutting environmental issues corresponding to relevant Afghanistan Compact benchmarks and sectors in order to monitor progress with regard to the Environment benchmark of the ANDS, and mainstream environmental issues and priority programmes elaborated in the Strategy.

A monitoring matrix for indicators related to the Environment benchmark is contained in Table 2. The benchmark indicators encapsulate the components of environmental management developed in the National Environment Strategy.

Ultimately environmental mainstreaming and the information in both tables also apply to achievement of the MDG goal for environment.

TABLE 1. MAINSTREAMING ENVIRONMENT INTO THE AFGHANISTAN COMPACT BENCHMARKS

Sector 1: Security		
AC Benchmarks	Policy/ Actions	
CG1 WG1-1.1	International security forces: Through end-2010, with the support of and in close coordination with the Afghan Government, the NATO-led International Security Assistance Force (ISAF), Operation Enduring Freedom (OEF) and their respective Provincial Reconstruction Teams (PRTs) will promote security and stability in all regions of Afghanistan, including by strengthening Afghan capabilities.	Environmental impact assessments must be undertaken in accordance with the Environment Law and EIA regulations in regard to PRT infrastructure and other development projects.
CG1 WG1-1.1	Afghan National Army: By end-2010: A nationally respected, professional, ethnically balanced Afghan National Army will be fully established that is democratically accountable, organized, trained and equipped to meet the security needs of the country and increasingly funded from Government revenue, commensurate with the nation's economic capacity; the international community will continue to support Afghanistan in expanding the ANA towards the ceiling of 70,000 personnel articulated in the Bonn talks; and the pace of expansion is to be adjusted on the basis of periodic joint quality assessments by the Afghan Government and the international community against agreed criteria which take into account prevailing conditions.	Environmental impacts of military camps and bases (especially waste disposal and sanitation aspects) must be considered.
CG1 WG2-1.2	Mine Action and Ammunition: By end-2010, in line with Afghanistan's Millennium Development Goals (MDGs) and Afghanistan's Ottawa Convention obligations, the land area contaminated by mines and unexploded ordnance will be reduced by 70%; all stockpiled anti-personnel mines will be located and destroyed by end-2007; and by end-2010, all unsafe, unserviceable, and surplus ammunition will be destroyed.	NEPA and MAIL should be consulted prior to the implementation of any de-mining activities in protected areas and areas of high biological diversity or ecological value.
CG1 WG3-1.3	Afghan National and Border Police: By end-2010, a fully constituted, professional, functional and ethnically balanced Afghan National Police and Afghan Border Police with a combined force of up to 62,000 will be able to meet the security needs of the country effectively and will be increasingly fiscally sustainable.	Police require training in relation to the environmental regulatory framework in order to enforce certain aspects of it, as required by law. Border police require training in relation to transboundary trade in banned or restricted goods, such as ozone depleting substances and endangered species from NEPA and the National Ozone Unit, housed in NEPA.
CG1 WG3-1.3	Disbandment of Illegal Armed Groups: All illegal armed groups will be disbanded by end-2007 in all provinces.	Disposal of weapons and munitions containing environmentally hazardous substances must be managed carefully. EIA? Upcoming regulations?
CG1 WG3-1.3	Counter Narcotics: By end-2010, the Government will strengthen its law enforcement capacity at both central and provincial levels, resulting in a substantial annual increase in the amount of drugs seized or destroyed and processing facilities dismantled, and in effective measures, including targeted eradication as appropriate, that contribute to the elimination of poppy cultivation. By end-2010, the Government and neighbouring and regional governments will work together to increase coordination and mutual sharing of intelligence, with the goal of an increase in the seizure and destruction of drugs being smuggled across Afghanistan's borders, and effective action against drug traffickers.	Toxic chemicals used in processing facilities should be seized and properly disposed off when such facilities are dismantled. EIA? Upcoming regulations?
Sector 2: Governance, Rule of Law and Human Rights		

CG2 WG4-2.1	Public Administrative Reform: By end-2010: Government machinery (including the number of ministries) will be restructured and rationalised to ensure a fiscally sustainable public administration; the Civil Service Commission will be strengthened; and civil service functions will be reformed to reflect core functions and responsibilities.	The establishment of environmental units in key ministries with sectoral environmental mandates should be implemented (e.g. Ministry of Agriculture, Irrigation and Livestock; Ministry of Energy and Water; Ministry of Rehabilitation and Rural Development; Ministry of Mines and Industries; Ministry of Public Health; Ministry of Transport and Civil Aviation; Ministry of Public Works, Ministry of Urban Development and Housing; Ministry of Women's Affairs; Ministry of Justice; Ministry of Education; Ministry of Finance).
CG2 WG4-2.1	Counter Narcotics: By end-2010, the Government will increase the number of arrests and prosecutions of traffickers and corrupt officials, and will improve its information base concerning those involved in the drugs trade, with a view to enhancing the selection system for national and sub-national public appointments, as part of the appointments mechanism mentioned earlier in this annex.	None.
CG2 WG5-2.2	National Assembly: The National Assembly will be provided with technical and administrative support by mid-2006 to fulfil effectively its constitutionally mandated roles.	The National Assembly requires training in regard to environmental issues, in particular environmental law and policy, and multilateral environmental agreements.
CG2 WG5-2.2	Elections: The Afghanistan Independent Electoral Commission will have the high integrity, capacity and resources to undertake elections in an increasingly fiscally sustainable manner by end-2008, with the Government of Afghanistan contributing to the extent possible to the cost of future elections from its own resources. A permanent civil and voter registry with a single national identity document will be established by end-2009.	None.
CG2 WG5-2.2	Census and statistics: The census enumeration will be completed by end-2008 and the complete results published. Reliable statistical baselines will be established for all quantitative benchmarks by mid-2007 and statistical capacity built to track progress against them.	None.
CG2 WG6-2.3	Rule of law: By end-2010, the legal framework required under the constitution, including civil, criminal, and commercial law, will be put in place, distributed to all judicial and legislative institutions, and made available to the public. By end-2010: Functioning institutions of justice will be fully operational in each province of Afghanistan; and the average time to resolve contract disputes will be reduced as much as possible.	An environmental regulatory framework has been established with the enactment of the Environment Law (January 2007) and with the ongoing development of associated, sector-specific regulations. This framework will similarly be distributed to relevant institutions and the public as each regulation is issued. Successful implementation of the framework will rely on the environmental units, participation by respective Ministries in the Committee for Environmental Coordination, training by NEPA and public awareness messages. Training of judicial officers in relation to the country's environmental laws and regulations is required.
CG2 WG6-2.3	Land registration: A process for registration of land in all administrative units and the registration of titles will be started for all major urban areas by end-2006 and all other areas by end- 2010. A fair system for settlement of land disputes will be in place by end-2007. Registration for rural land will be under way by end-2007.	The system relating to land disputes needs to also address disputes relating to access to natural resources (e.g. rangeland).

CG2 WG6-2.3	Human rights: By end-2010: The Government's capacity to comply with and report on its human rights treaty obligations will be strengthened: Government security and law enforcement agencies will adopt corrective measures including codes of conduct and procedures aimed at preventing arbitrary arrest and detention, torture, extortion and illegal expropriation of property with a view to the elimination of these practices; the exercise of freedom of expression, including freedom of media will be strengthened; human rights awareness will be included in education curricula, and promoted among legislators, judicial personnel and other Government agencies, communities and the public; human rights monitoring will be carried out by the Government and independently by the Afghan Independent Human Rights Commission (AIHRC), and the UN will track the effectiveness of measures aimed at the protection of human rights; and the AIHRC will be supported in the fulfilment of its objectives with regard to monitoring, investigation, protection and promotion of human rights.	Environment is a human right, as recognised by its inclusion in Afghanistan's Bill of Rights. Environmental rights should be included in the development of awareness raising materials and curricula, and in training activities undertaken by the AIHRC.
CG2 WG6-2.3	Anti-Corruption: The UN Convention against Corruption will be ratified by end-2006, national legislation adapted accordingly by end-2007 and a monitoring mechanism to oversee implementation will be in place by end-2008.	Effective establishment and enforcement of land rights, conflict-resolution mechanisms and regimes of utilisation for natural resources in urban and rural areas require necessary anti-corruption incentives.
CG2 WG7-2.4	Religious affairs [from ANDS]: By end-2010: religious institutions and scholars, both men and women, will participate in structured ways on issues of national development policy, and concrete measures will be put in place to ensure that the status and participation of women in Islamic activities increase, both locally and internationally.	The principles of sustainable development contained in the Qur'an should be incorporated into issues of national development policy. Correspondingly, participation of religious scholars in the National Environmental Advisory Council (NEAC) will inform the progress of environmental governance and management.
CG2 WG8-2.5	Gender: By end-2010: the National Action Plan for Women in Afghanistan will be fully implemented: and in line with Afghanistan's MDGs, female participation in all Afghan governance institutions, including elected and appointed bodies and the civil service, will be strengthened.	As the majority of the most poor and vulnerable sector of Afghan society, women play decisive and important roles in managing and conserving biodiversity, water, land and other resources for household livelihood and health. Yet their centrality is often ignored and not fully understood. Environmental issues should be incorporated into the NAPWA to encourage better management of natural resources, as well as greater productivity for human sustenance and economic development. The NAPWA can function as a vehicle, in conjunction with environment and education initiatives, to increase female participation in environmental management at all levels of governance.
Sector 3: Infrastructure and Natural Resources		
CG3 WG9-3.1	Roads: Afghanistan will have a fully upgraded and maintained ring road, as well as roads connecting the ring road to neighbouring countries by 2008, and a fiscally sustainable system for road maintenance by end-2007.	Environmental impact assessments must to be undertaken in accordance with the Environment Law and EIA regulations in regard to the construction of new roads that may have a significant adverse impact on the environment.
CG3 WG10-3.2	Air transport: By end-2010: Kabul International Airport and Herat Airport will achieve full International Civil Aviation Organisation compliance; Mazar, Jalalabad and Kandahar will be upgraded with runway repairs, air navigation, fire and rescue and communications equipment; and seven other domestic airports will be upgraded to facilitate domestic air transportation; and air transport services and costs will be increasingly competitive with international market standards and rates.	Environmental impact assessments must to be undertaken in accordance with the Environment Law and EIA regulations in regard to construction of new airports, or the upgrading of existing ones.
CG3 WG11-3.3	Telecommunications [from ANDS]: By end-2010: a national telecommunications network will be put in place so that more than 80% of Afghans will have access to affordable telecommunications, and more than \$100 million dollars per year is generated in public revenue.	Environmental impact assessments must to be undertaken in accordance with the Environment Law and EIA regulations in regard to the erection of communication masts where their erection may have a significant adverse impact on the environment.

CG3 WG12-3.4	Energy: By end-2010: electricity will reach at least 65% of households and 90% of non-residential establishments in major urban areas, and at least 25% of households in rural areas; at least 75% of the costs will be recovered from users connected to the national power grid; and a strategy for the development and the use of renewable energies will be developed by end-2007.	<p>The environmental impact assessment and pollution control provisions of the Environment Law and upcoming regulations must be complied with in regard to the construction, upgrading and operation of facilities and infrastructure required to generate and transmit electricity.</p> <p>Reliance on fossil fuels needs to be reduced both because fossil fuels are a finite, non-renewable resource and due to the generation of greenhouse gases contained in fossil fuel emissions. Further investment in and incentives for renewable energies, clean technologies and energy efficiency are required.</p> <p>The basic ecological needs of Afghanistan's water resources need to be balanced against social and livelihood demands.</p> <p>Pollution of water resources needs to be prevented and controlled through development and enforcement of water quality standards and regulations.</p> <p>Protection should be afforded to wetlands and other water resources of high ecological value.</p> <p>Public awareness raising of the value of water, a limited resource in Afghanistan, is required.</p> <p>The development of adequate sanitation systems in urban areas is important to reduce the adverse effects of waste and sewage on human health and the environment.</p> <p>Environmental impact assessments must be undertaken in accordance with the Environment Law and EIA regulations in regard to the construction or upgrading of facilities for the storage and treatment of waste and sewage and landfills.</p> <p>Zoning and related enforcement of residential and commercial areas is required to mitigate unplanned settlements and commercial development.</p> <p>Public awareness raising is required regarding the impacts of poor waste management practices on human health and the environment.</p> <p>Environmental impact assessments must be undertaken in accordance with the Environment Law and Minerals Law and EIA regulations in regard to the abstraction of mineral resources. The legal and regulatory framework for profitable extraction of mineral and natural resources must not contravene the sustainable management framework for natural resources established by the Environment Law.</p> <p>Environmental issues require mainstreaming within the development framework for Afghanistan.</p>
CG3 WG12-3.4	Water resource management: Sustainable water resource management strategies and plans, covering irrigation and drinking water supply, will be developed by end-2006 and irrigation investments will result in at least 30% of water coming from large waterworks by end-2010.	
CG3 WG13-3.5	Urban development: By end-2010: Municipal governments will have strengthened capacity to manage urban development and to ensure that municipal services are delivered effectively, efficiently and transparently; and in line with Afghanistan's MDGs, investment in water supply and sanitation will ensure that 50% of households in Kabul and 30% of households in other major urban areas will have access to piped water.	
CG3 WG14-3.6	Mining and natural resources: An enabling regulatory environment for profitable extraction of Afghanistan's mineral and natural resources will be created by end-2006, and by end-2010 the investment environment and infrastructure will be enhanced in order to attract domestic and foreign direct investment in this area.	
CG3 WG14-3.6	Environment: In line with Afghanistan's MDGs, environmental regulatory frameworks and management services will be established for the protection of air and water quality, waste management and pollution control, and natural resource policies will be developed and implementation started at all levels of government as well as the community level, by end-2007.	
Sector 4: Education		

CG4 WG15-4.1	Primary and secondary education: By end-2010: in line with Afghanistan's MDGs, net enrolment in primary school for girls and boys will be at least 60% and 75% respectively; a new curriculum will be operational in all secondary schools, female teachers will be increased by 50%; 70% of Afghanistan's teachers will have passed a competency test, and a system for assessing learning achievement such as a national testing system for students will be in place.	The development of new curricula should include elements of environmental education and awareness raising.
CG4 WG15-4.1	Higher education: By end 2010: enrolment of students to universities will be 100,000 with at least 35% female students; and the curriculum in Afghanistan's public universities will be revised to meet the development needs of the country and private sector growth.	Universities and polytechnics need to develop their capacities to offer degrees or diplomas in environmental management specifically or related topic such as environmental engineering, ecology, conservation and wildlife biology.
CG4 WG15-4.1	Skills development: A human resource study will be completed by end-2006, and 150,000 men and women will be trained in marketable skills through public and private means by end-2010.	Environmental considerations should be built in to the training materials for skills development.
CG4 WG16-4.2	Afghan cultural heritage: A comprehensive inventory of Afghan cultural treasures will be compiled by end-2007. Measures will be taken to revive the Afghan Cultural heritage, to stop the illegal removal of cultural material and to restore damaged monuments and artefacts by end-2010.	Natural and cultural heritage should be conserved with regard to the provisions of the Environment Law.
CG4 WG16-4.2	Media and Sports (from ANDS): by end 2010: the media will be protected as independent, pluralistic and accessible to Afghan women and men throughout the country, thereby promoting an open and democratic society. Sports will be promoted, with special emphasis on creating access for children, women and the disabled.	None.
Sector 5: Health		
CG5 WG17-5.1	Health and Nutrition: By end-2010, in line with Afghanistan's MDGs, the Basic Package of Health Services will be extended to cover at least 90% of the population, maternal mortality will be reduced by 15%, and full immunisation coverage for infants under-5 for vaccine preventable diseases will be achieved and their mortality rates reduced by 20%.	The link between poor environmental practices and human well-being needs to be mainstreamed through public health programmes related to hygiene and sanitation, communicable diseases, industrial health and safety and nutrition programmes on the importance of the environment for food security. The application of upcoming air and water quality, pollution control and waste management standards and regulations and natural resource management policies is important for this benchmark. Public awareness raising required.
Sector 6: Agriculture and Rural Development		
CG6 WG18-6.1	Agriculture and Livestock: By end-2010: The necessary institutional, regulatory and incentive framework to increase production and productivity will be established to create an enabling environment for legal agriculture and agriculture-based rural industries, and public investment in agriculture will increase by 30 percent; and particular consideration will be given to perennial horticulture, animal health and food security by instituting specialised support agencies and financial service delivery mechanisms, supporting farmers' associations, branding national products, disseminating timely price and weather-related information and statistics, providing strategic research and technical assistance, and securing access to irrigation and water management systems.	The fundamental principles of environmental management, set out in article 5 of the Environment Law and elaborated in the National Environment Strategy, must be applied by any institution exploiting natural resources for material gain, or exercising a public function, or creating or implementing policies and regulatory frameworks that are likely to affect the management of the natural resources of Afghanistan or the conservation and rehabilitation of its environment. The legal and regulatory framework to increase production and productivity for agriculture and livestock relies on functional environmental management and environmental resources. Range management policies and laws need to be founded on the principle of sustainability. The use of environmentally harmful pesticides, such as DDT, must be deterred. The introduction of any alien or genetically modified crop or other species is regulated in terms of the Environment Law.

CG6 WG18-6.1	Counter narcotics: By end-2010, the Government will design and implement programmes to achieve a sustained annual reduction in the amount of land under poppy and other drug cultivation, by the strengthening and diversification of licit livelihoods and other counter-narcotics measures, as part of the overall goal of a decrease in the absolute and relative size of the drug economy in line with the Government's MDG target.	The introduction of any alien or genetically modified crop in the place of poppy is regulated in terms of the Environment Law. Social and environmental assessments of eradication techniques, such as aerial spraying, should be conducted. Licit agriculture livelihoods require environmental sustainability (i.e. irrigation supply, access to land, control over natural resources, erosion control) to eventually compete with the financial consistency of poppy. Community based natural resource management (CBNRM) principles should be incorporated into rural development initiatives. Development of environment resource management and dispute resolution capability at the community and district levels should be encouraged. Environmental impact assessments must be undertaken in accordance with the Environment Law and EIA regulations in regard to rural infrastructure projects. The air and water quality, waste management and pollution control regulations and management services and natural resource policies will also apply to rural development. Environmental public awareness raising is required in rural areas.
CG6 WG19-6.2	Comprehensive rural development: By end-2010: Rural development will be enhanced comprehensively for the benefit of 19 million people in over 38,000 villages; this will be achieved through the election of at least a further 14,000 voluntary community development councils in all remaining villages, promoting local governance and community empowerment: access to safe drinking water will be extended to 90% of villages and sanitation to 50%; road connectivity will reach 40% of all villages, increasing access to markets, employment and social services; 47% of villages will benefit from small-scale irrigation; 800,000 households (22% of all Afghanistan's households) will benefit from improved access to financial services; and livelihoods of at least 15% of the rural population will be supported through the provision of 91 million labour days.	
Sector 7: Social protection		
CG7 WG20-7.1	Humanitarian and disaster response: By end-2010, an effective system of disaster preparedness and response will be in place.	The environmental dimensions of disasters, especially in relation to mitigation of and response to natural and industrial disasters, need to be incorporated into relevant policies and plans. Natural resource management policies, legislation and programmes will contribute to disaster mitigation and subsequent rehabilitation.
CG7 WG21-7.2	Disabled: By end-2010, increased assistance will be provided to meet the special needs of all disabled people, including their integration in society through opportunities for education and gainful employment. Employment of Youth and Demobilised Soldiers: By end-2010, employment opportunities for youth and demobilised soldiers will be increased through special programmes.	Training and employment programs for environmental and natural resource based livelihoods should be open to all Afghan citizens.
CG7 WG21-7.2		Youth groups are powerful civil society organisations. Awareness of environmental issues should be incorporated into the programmes developed for youths. Technical and vocational programs for environmental and natural resource-related employment should be extend to youth and demobilised soldiers.
CG7 WG21-7.2	Refugees and IDPs: By end-2010, all refugees opting to return and internally displaced persons will be provided assistance for rehabilitation and integration in their local communities; and their integration will be supported by national development programmes, particularly in key areas of return.	The impact of returning refugees and IDPs on rural environmental resources and urban reticulation systems (especially water supply, sanitation and waste disposal) requires consideration. Technical and vocational programmes for environmental and natural resource-related employment should be extend to refugees and IDPs.

CG7 WG21-7.2	Vulnerable women: By end-2010, the number of female-headed households that are chronically poor will be reduced by 20%, and their employment rates will be increased by 20%.	Chronically poor women play decisive and important roles in managing and conserving biodiversity, water, land and other natural resources for household livelihood and health. Yet their centrality is often ignored and not fully understood. Inclusion of women in environment and natural resource-based livelihoods programmes in urban and rural areas is crucial to help attain this benchmark. Lack of legal recognition and access to land title hinders women from earning a living from natural resources; thus the development of regimes of utilisation for natural resources and associated legal ability to access land is necessary.	None.
CG7 WG21-7.2	Counter narcotics: By end-2010, the Government will implement programmes to reduce the demand for narcotics and provide improved treatment for drug users.		None.
Sector 8: Economic Governance and Private Sector Development			
CG8 WG22-8.1	Financial management: By end-2007, the Government will ensure improved transparent financial management at the central and provincial levels through establishing and meeting benchmarks for financial management agreed with and monitored by the international community, including those in the anticipated Poverty Reduction Growth Facility (PRGF). In turn and in line with improved government accountability, donors will make more effort to increase the share of total external assistance to Afghanistan that goes to the Core Budget.	Environmental mainstreaming extends to financial management of environmental and natural resource management activities. Implementation of environmental management will take place at all levels – national, provincial, district and community – requiring a functional financial management system to instil donor confidence in allocating more assistance directly to the Core Budget.	
CG8 WG22-8.1	Putting in place a medium term fiscal framework [from ANDS]: The MTFE guides the allocation of all budgetary resources from 1387, and Government will prepare a medium term expenditure framework for the 1388 budget and subsequent budgets.	Ministries and other governmental authorities are responsible for allocating adequate funding for legally mandated or programmatic priorities related to the environment during the budget preparation process. The Ministry of Finance should establish either a specific environmental focal point, or a cross-cutting review committee to review Ministry budgets for appropriate allocations based on legal mandates and programmatic needs.	
CG8 WG22-8.1	Domestic revenues: Afghanistan's total domestic budgetary revenue – equivalent to 4.5% of estimated legal GDP in 1383 (2004/05) – will steadily increase and reach 8% of GDP by 1389 (2010/11). The ratio of revenue to estimated total recurrent expenditures, including estimated recurrent expenditures in the core and external development budgets, is projected to rise from 28% in 1383 (2004/05) to an estimated 58% in 1389, resulting in a continuing need, in accord with the principles in Annex II, for (1) external assistance to the Core Budget and (2) increasing cost-effectiveness of assistance that funds recurrent expenditure through the external development budget.	None.	
CG8 WG22-8.1	Financial services and markets: Internationally accepted prudential regulations will be developed for all core sectors of banking and non-bank financial institutions by end-2007. The banking supervision function of Da Afghanistan Bank will be further strengthened by end-2007. Re-structuring of state-owned commercial banks will be complete by end-2007. State-owned banks that have not been re-licensed will be liquidated by end-2006.	None.	

CG8 WG23-8.2	Private sector development and trade: All legislation, regulations and procedures related to investment will be simplified and harmonised by end-2006 and implemented by end-2007. New business organisation laws will be tabled in the National Assembly by end-2006. The Government's strategy for divestment of State-Owned Enterprises will be implemented by end-2009.	The relevant regulatory provisions of the Environment Law and upcoming regulations that relate to environmental impact assessment and pollution control must be complied with. The legal, regulatory and procedural framework for must consider the role of the private sector in environmental management. Transboundary trade in banned or restricted goods (such as ozone depleting substances and endangered species) must be deterred through regional border cooperation. Several environmental issues and geographical areas of significance require regional cooperation for effective management. Environmental impact assessments must be undertaken in accordance with the Environment Law and EIA regulations in regard to cross-border infrastructure projects.
CG8 WG23-8.2	Regional Cooperation: By end-2010: Afghanistan and its neighbours will achieve lower transit times through Afghanistan by means of cooperative border management and other multi-lateral or bilateral trade and transit agreements; Afghanistan will increase the amount of electricity available through bilateral power purchase and cross border hydro projects; and Afghanistan and its neighbours will reach agreements to enable Afghanistan to import skilled labour from its neighbours and to enable Afghans to seek work in the region and send remittances home.	

Afghanistan Compact		
Matrix for Capturing Progress of Process Indicators		
Benchmark 3.7 Environment	In line with Afghanistan's MDGs, environmental regulatory frameworks and management services will be established for the protection of air and water quality, waste management and pollution control, and natural resource policies will be developed and implementation started at all levels of government as well as the community level, by 2010.	
Version 29 April 2008		
Responsible Agencies	National Environmental Protection Agency (NEPA), UNEP, EC, Government of Finland, other potential donors	

Indicator or its Components [Lead agencies] Weight relative to 10 indicators		Milestone													
		Milestone 1	Milestone 2	Milestone 3	Milestone 4	Milestone 5	Milestone 6	Milestone 7	Milestone 8	Milestone 9	Milestone 10	Milestone 11	Milestone 12	Milestone 13	
1	Environment Law [NEPA, UNEP] Weight : 20 %	Milestone 1	Stakeholder consultation on the draft law at provincial level	Stakeholder consultation on the draft law at central level	Revision of draft law	Submission of draft law to MoJ	Consultation with stakeholders and revision of draft law	Submission and approval of the revised draft law by the legislative committee of the cabinet	Submission and approval of the revised draft law by the cabinet	Submission to and approval of the revised draft law by the environment commissions of the Wolesi Jirga and Meshrano Jirga	Submission to and approval of the revised draft law by the Parliament	Gazette notification of the final law	Training of staff of NEPA and other stakeholders on interpretation and application of the law.	Training of judiciary in the interpretation and application of the law.	
		Weight													
		Target date												Dec-07	Jun-09
		Achievement date	Jun-04	Mar-05	Apr-05	Apr-05	May-05	Nov-05	Nov-05	Dec-05	Nov-06	Jan-07	Mar-07	Dec-07	
2	Ozone Regulations [NEPA, UNEP] Weight : 7 %	Milestone 1	Stakeholder consultation on the draft regulations at central	Revision of draft regulations	Submission of draft regulations to MoJ	Consultation with stakeholders and revision of draft	Submission to and approval of the revised draft	Gazette notification of the final regulations	Delivery of Customs Officers Training Programme	Delivery of Customs Officers Training Programme	Delivery of Customs Officers Training Programme				

Indicator or its Components [lead agencies] Weight relative to 10 indicators		Milestone										
		Milestone one 1	Milestone one 2	Milestone one 3	Milestone one 4	Milestone one 5	Milestone one 6	Milestone one 7	Milestone one 8	Milestone one 9	Milestone one 10	Milestone one 11
4	EIA Administrative Guidelines [NEPA, UNEP] Weight : 5 %	Detailing of regulations	Consultation on the draft regulations at central level	Draft regulations	Draft regulations to MoJ	With stakeholders and revision of draft regulations	to - and approval of the revised draft regulations by - the legislative committee of the cabinet	Notification of the final regulations	Staff of NEPA and other stakeholders on interpretation and application of the regulations.	Judiciary in the interpretation and application of the regulations.		
		Weight										
		Target date				Nov-07	Nov-07	Mar-08	Mar-09	Mar-09		
		Achievement date	Feb-07	Mar-07	Apr-07	Oct-07	Mar-08					
4	EIA Administrative Guidelines [NEPA, UNEP] Weight : 5 %	Milestone one detail	Stakeholder consultation on the draft administrative guidelines at central level	Revision of draft administrative guidelines	Approval and issuance of administrative guidelines by NEPA through executive	Training of staff of NEPA and other stakeholders on interpretation						
		Weight										
		Target date				Nov-07	Nov-07	Mar-08	Mar-09	Mar-09		
		Achievement date	Feb-07	Mar-07	Apr-07	Oct-07	Mar-08					

Indicator or its Components [Lead agencies] Weight relative to 10 indicators		Milestone												
		Mileston one 1	Mileston one 2	Mileston one 3	Mileston one 4	Mileston one 5	Mileston one 6	Mileston one 7	Mileston one 8	Mileston one 9	Mileston one 10	Mileston one 11	Mileston one 12	Mileston one 13
5					ve order	and applic ation of the guideli nes.								
	Weight													
	Target date		Apr-08	May-08	Jun-08	Jun-09								
	Achieve ment date	Nov-06												
		Prepa ration of TOR's for expert	Recruit ment of expert	Resear ch and draftin g of policy	Stakeh older consult ation on the draft policy at central level	Revisi on of draft policy	Appro val and issua nce of policy by NEPA through execu tive order	Trainin g of staff of NEPA and other stakeh older institut ions on interpr etation and applic ation of the policy.	Set up an institut ional syste m for monito ring	Establi shmen t of sampli ng syste m and trainin g of techni cians	Establi shmen t of laborat ory and trainin g of techni cians	Period ic public ation of result s.		
	Air Quality Policy [NEPA, UNEP, Donor to be identifi ed] Weight : 7 %													
	Weight													
	Target date	Apr-08	Jul-08	Nov-08	Jan-09	Jun-09	Dec-09	Dec-10	Jun-11	Jun-12	Jun-12	Dec-12		
	Achieve ment	Apr-												

Indicator or its Components [Lead agencies] Weight relative to 10 indicators		Milestone													Mileston one 13	Mileston one 12	Mileston one 11	Mileston one 10	Mileston one 9	Mileston one 8	Mileston one 7	Mileston one 6	Mileston one 5	Mileston one 4	Mileston one 3	Mileston one 2	Mileston one 1																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																						

Indicator or its Components [lead agencies] Weight relative to 10 indicators		Milestone												
		Milest one 1	Milest one 2	Milest one 3	Milest one 4	Milest one 5	Milest one 6	Milest one 7	Milest one 8	Milest one 9	Milest one 10	Milest one 11	Milest one 12	Milest one 13
8	Pollutio n Control Policy[NEPA, UNEP] Weight : 7 %							execu tive order	interpr etation and applic ation of the policy.					
		Weigh t												
		Target date	Apr- 08	Jul-08	Nov-08	Jan-09	Jun-09	Dec- 09	Dec- 10	Jun-11				
		Achie vement date	Apr- 08											
		Milest one detail	Draftin g of policy	Stakeh older consult ation on the draft policy at central level	Revisi on of draft policy	Approv al and issuan ce of policy by NEPA through h executi ve order	Trainin g of staff of NEPA and other stakeh older insituti ons on interpr etation and applic ation of the policy.	Set up an institut ional syste m for monit oring						
		Weigh t												
		Target date			Jun-08	Jun-09	Jun-10							

Indicator or its Components [lead agencies] Weight relative to 10 indicators		Milestone												
		Milest one 1	Milest one 2	Milest one 3	Milest one 4	Milest one 5	Milest one 6	Milest one 7	Milest one 8	Milest one 9	Milest one 10	Milest one 11	Milest one 12	Milest one 13
		Achieve ment date	Jan-07	Nov-07										
9	Environmental Quality Standards (air, water, pollution control) [NEPA, UNEP, Donor to be identified]		Preparation of TOR's for expert	Recruitment of expert	Stakeholder consultation on the draft standards at central level	Revision of draft standards	Approval and issuance of standards by NEPA through executive order							
	Weight													
	Target date	Apr-08	Jul-08	Nov-08	Jan-09	Jun-09	Dec-09							
	Achieve ment date	Apr-08												
10	Institutional Development and Capacity Building for Env. Manag		Drafting and Approval of PRR Stage 1	Drafting and Approval of PRR Stage 2	Recruitment of NEPA staff under the PRR at provincial level	Initiation of training of NEPA staff	Initiation of provision of capital equipment for NEPA	Capacity of 3 provincial NEPA offices strengthened	Capacity of additional 5 provincial NEPA offices strengthened	Capacity of additional 5 provincial NEPA offices strengthened	Capacity of additional 5 provincial NEPA offices strengthened	Capacity of additional 5 provincial NEPA offices strengthened	Capacity of additional 6 provincial NEPA offices strengthened	Capacity of additional 6 provincial NEPA offices strengthened

Indicator or its Components [lead agencies] Weight relative to 10 indicators		Milestone												
		Milest one 1	Milest one 2	Milest one 3	Milest one 4	Milest one 5	Milest one 6	Milest one 7	Milest one 8	Milest one 9	Milest one 10	Milest one 11	Milest one 12	Milest one 13
element [NEPA, UNEP, Donor to be identified] Weight : 20 %	Weight													
	Target date				Mar-09			Dec-08	Dec-09	Dec-10	Dec-11	Dec-12	Dec-13	Dec-14
	Achie veme nt date	Mar-05	Aug-05	Jun-07		Dec-04	Jun-04							
MAIL	Ministry of Agriculture, Irrigation and Livestock													
MEW	Ministry of Energy and Water													
MoF	Ministry of Finance													
NEPA	National Environmental Protection Agency													

Afghanistan National Development Strategy (ANDS)
1387 – 1391 (2028/09 – 2012/13)

This Five year National Development Strategy Focuses on Security, Governance, Economic Growth and Poverty Reduction. The Document is divided into five volumes. Volume I: Main Document – details the vision, Goals, Policies, Macroeconomic, poverty profile, aid Effectiveness, Implementation and Monitoring Frameworks; Volume II: Security and Governance Pillars – details Security, justice, Rule of Law, human Rights, public Administration reform and Religious Affairs; Volume III: Social and Economic Development Pillar – Infrastructure and Natural Resources Sub-Pillar, details Energy, Transport, Water Resource management, Information and Communication Technology, Urban Development and Mining Sectors; Volume IV: Social and Economic Development Pillar – details Health and Nutrition, Education, Culture, Media & Youth, Agriculture and Rural Development, Social protection, Refugees, & Internally Displaced arsons, and Economic Governance & Private Sector Development Sectors; Volume V: Cross-Cutting Issues – details Capacity Building, Gender, Counter Narcotics, Regional Cooperation, Anti Corruption and Environment.



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