

The A to Z Guide to Afghanistan Assistance

Fourth Edition

August 2005



AREU Afghanistan Research & Evaluation Unit

IMPORTANT NOTE

Contacts and information change daily; users of this guide are encouraged to contact AREU with any additions, corrections and suggestions at areu@areu.org.af, and to check updated contact details at: www.areu.org.af/resources.asp.

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About the Afghanistan Research and Evaluation Unit

The Afghanistan Research and Evaluation Unit (AREU) is an independent research institution that conducts and facilitates research and analysis to inform policy, improve practice and increase the impact of humanitarian and development programmes in Afghanistan. It was established by the assistance community working in Afghanistan and has a management board with representation from donors, UN agencies and NGOs.

Fundamental to AREU's work is the belief that it should make a difference to the lives of Afghans. AREU is the only development-focused research centre headquartered in Afghanistan, and this unique vantage point allows the organisation to produce valuable research and ensure that its findings become integrated into the process of change taking place on the ground.

In the past year, AREU has published research findings on rural livelihoods, land tenure and conflict, the presidential elections, subnational administration, regional population movements, gender and local-level decision-making, and urban governance and management. AREU also has several ongoing research programmes on cross-border and internal migration; opium, irrigation and livestock; land; urban livelihoods and vulnerability; political economy and markets; local governance; education; and rural livelihoods.

AREU maintains a website (www.areu.org.af) and publishes a research newsletter to help the assistance community to access current and historical information on Afghanistan. A resource centre with several thousand titles on Afghanistan and South Asia, located in AREU's Kabul office, is also available for use by researchers.

Current funding for AREU is provided by the European Commission (EC), the United Nations Assistance Mission for Afghanistan (UNAMA), the UK Department for International Development (DFID), the United Nations High Commissioner for Refugees (UNHCR), Stichting Vluchteling, the World Bank, and the governments of Sweden, Switzerland and Denmark. Funding for this fourth edition of the guide comes from UNAMA and the governments of Sweden and Switzerland.

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ACSF Afghan Civil Society Forum

The Afghan Civil Society Forum (ACSF) is a network of civil society groups which provides a platform for dialogue and aims to develop the role of civil society in political decision-making. The ACSF was established at the Afghan Civil Society Conference, held in parallel with the Bonn Conference in late 2001. Initially Swisspeace supported the establishment and administration of the ACSF at the request of Afghan civil society leaders. In mid 2004 management of the ACSF was handed over to Afghans, although Swisspeace continues to provide technical assistance.

The ACSF recognises many definitions of “civil society”, but agrees that civil society includes those who come together voluntarily to participate in civic affairs for the common good, without consideration for personal or political gain, and in peace. The Forum, which is made up of approximately 70 organisations, is broad, and includes traditional structures such as *shuras* (local councils), members of the private sector, youth groups and individuals. It is governed by a Board of Directors comprising eight to ten Afghans elected for one year by the Annual General Meeting of ACSF member organisations, as well as two to four internationals, with limited voting authority, representing major donors and collaborators.

The ACSF’s overarching goal is to promote the development of civil society in Afghanistan by:

- Increasing the involvement of all sectors and levels of Afghan society in the reconstruction, development and peace process;
- Enabling civil society to have a voice in important issues; and
- Strengthening the networking of civil society.

Bonn, p 21 In 2002, the ACSF’s primary activity was to hold and attend dialogue exchange and confidence-building forums designed to identify topics of relevance to the peace and reconstruction process that might otherwise have been neglected. In 2003–04, the ACSF focused on supporting the implementation of the Bonn Agreement, conducting educational and advocacy activities on the constitution-making process and voter education in preparation for the October 2004 presidential elections. In 2005 the ACSF has continued its focus on elections, undertaking a massive voter education and registration process in preparation for parliamentary elections in September.

ADF, p 10 The ACSF publishes a regular magazine, *Jamea-e-Madani*, in Dari and Pashtu and a monthly newsletter in English, Dari, Pashtu and other local languages. The ACSF represents Afghan civil society in many forums, including the annual Afghanistan Development Forum (ADF). Major donors include the German government, the UK Department for International Development (DFID), USAID, Oxfam Netherlands and the Swiss Agency for Development and Cooperation (SDC).

AIHRC Afghan Independent Human Rights Commission

www.aihrc.org.af

Bonn, p 21 The Afghan Independent Human Rights Commission (AIHRC) was established as part of the Bonn Agreement, and it became a permanent national institution under the 2004 Constitution. Three years after it was made operational in June 2002, the Commission has expanded to include 300 staff in eleven offices – the head office in Kabul; regional offices in Bamyan, Paktia, Balkh, Nangarhar, Kunduz, Kandahar and Herat; and provincial offices in Badakhshan, Maimana and Daikundi.

In defining the Commission's role, the 2004 Constitution states:

The State, for the purpose of monitoring the observation of human rights in Afghanistan, and their promotion and protection, shall establish the Independent Human Rights Commission of Afghanistan. Everyone in case of violation of his/her human rights can report or complain to this Commission. The Commission can refer the cases of violation of the human rights of the persons to the legal authorities, and assist them in defending their rights. Structure and mode of function of this Commission will be regulated by law.

Every AIHRC office has five departments:

- Monitoring and investigation
- Transitional justice
- Women's rights
- Children's rights
- Human rights education

There are also national-level Media & Publications and Research & Policy units based in Kabul.

The Commission's recent work has centred on a number of issues, including:

- The reform of primary and secondary school curricula to include human rights values and to eliminate the promotion of violence;
- Prevention of domestic violence against women: a public awareness campaign and workshops around the country have been conducted;
- Torture in police facilities, with action resulting in reduction of the number of police brutality cases from 18% to 11% of total human rights abuses brought before the Commission;
- Land-grabbing issues and property rights concerns:
- Political rights: during the presidential elections, the AIHRC participated in the verification and observation of political rights, and will do the

same for National Assembly elections scheduled for September 2005;
and

- Transitional justice: an in-depth public consultation exercise was conducted with results, including recommendations to the government on future transitional justice practices, published in January 2005.

Legislation regulating the activities of the AIHRC was passed by the Cabinet and signed by the President in May 2005. The AIHRC then launched a three-year strategic plan that includes: working with traditional dispute mechanisms to include human rights priorities; developing an action plan on transitional justice initiatives to begin with a conference in June 2005 at the Hague to discuss vetting; providing extensive teacher training in human rights education; and assisting in the process of justice sector reform and transformation.

CG, p 26 The AIHRC plays a major role in the Human Rights Advisory Group (HRAG), one of the cross-cutting Advisory Groups (AG) that feeds into the Consultative Group (CG) process.

UNAMA, p 59 The AIHRC is supported by a two-year joint technical cooperation programme agreed on by the Office of the High Commissioner for Human Rights (OHCHR), UNDP and UNAMA. Overall management of the support programme is undertaken by a Project Steering Committee that includes three AIHRC representatives, one representative from AIHRC's secretariat and one representative from each of the three contributing UN agencies.

The AIHRC receives significant support from nine major donor countries: Canada, Denmark, Finland, Luxembourg, New Zealand, Norway, Switzerland, the UK and the US.

AIA Afghan Interim Authority

See Afghanistan Transitional Authority (ATA), page 17.

ANA Afghan National Army

Bonn, p 21 The Bonn Agreement, which provides the broad framework for the formation of the Afghan National Army (ANA), states: "upon the transfer of power, all mujahedin, Afghan armed forces and armed groups in the country shall come under the command and control of the Interim Authority, and be reorganised according to the requirements of the new Afghan security and armed forces".

SSR, p 55 The establishment of the ANA is one of the five pillars of the government's Security Sector Reform (SSR) package. Once fully established, the ANA will be used to help ensure national security, law enforcement and foreign defence. The government has set a target of training 70,000 soldiers by 2007. Of these,

approximately 43,000 are intended to serve in the ground forces, while the rest will serve in support capacities such as recruitment and logistics. By June 2005, nearly 25,000 troops had completed training and were in active service.

Coalition, p 24

The US is the lead nation for establishing and training the ANA and provides the majority of the technical and financial support required. ANA recruits are given ten-week training courses at the Kabul Military Training Centre (KMTC) by trainers from the US, UK and France, as well as Afghan trainers who have been through “train-the-trainers” programmes. The ANA is broadly organised into battalions, or *kandaks*, each consisting of 700–800 soldiers, sergeants and officers. Coalition Forces (generally US) officers are embedded in each ANA *kandak* and headquarters to provide technical assistance for training and operations.

Initially, the ANA suffered from high drop-out rates and accusations that Northern Alliance personnel dominated the new army, but as recruitment expands and policies are better understood, these problems are being overcome. Regional recruitment centres have been established in Bamyán, Jalalabad, Kunduz and Gardez to increase the diversity of the ANA’s geographical and ethnic makeup. Five ANA regional headquarters have been established in Mazar-i-Sharif, Kandahar, Kunduz, Herat and Kabul. The newly trained *kandaks* are required to perform a wide range of tasks, from high-intensity combat operations, to security and stability operations.

DDR, p 30

The Afghan Military Forces (AMF), sometimes referred to as the Afghan Militia Forces, is the collective name given to the Northern Alliance and other armed groups who fought against the Taliban. As of 30 June 2005, the AMF had been disbanded through the Disarmament, Demobilisation and Reintegration (DDR) process, though only 2.3% chose to join the ANA. The Coalition Forces continue to use a small number of former AMF as partners in their ongoing combat operations, and are currently forming a Guard Force in cooperation with the Ministry of Defence which will undertake more routine security duties.

ANP Afghan National Police

SSR, p 55

Police reform, namely the establishment and growth of the Afghan National Police (ANP), is one of the five pillars of the Afghan government’s Security Sector Reform (SSR) strategy. The lead nation for police reform is Germany, and the police reform strategy includes seven pillars:

- Reform of the Ministry of Interior (Moi)
- Sustainment
- Training
- Border police
- Uniformed police

- Criminal investigations
- Mentoring

Working groups for each of these pillars meet regularly and channel information and recommendations up to a Police Reform Steering Group and an Interagency Police Coordinated Action Group (IPCAG). IPCAG meets monthly and reports to an Executive Committee established to oversee police reform policy and activity.

The goal of the Afghan government is to have 62,000 police officers trained by December 2005. Of that total, it is intended that there will be approximately 45,000 uniformed police, 12,000 border police and 3,400 highway police, while the rest will be more specialised units, such as counter narcotics police and criminal investigators. By June 2005 nearly 40,000 police officers had been trained, 180 of whom were women.

High-ranking and mid-ranking police are trained at the Kabul Police Academy, with technical assistance from Germany and other nations. In general, high-level officers (*saran*) complete three-year training courses, and mid-ranking officers (*satanman*) undertake nine-month training courses. Special training in management is available for some officers with the assistance of Norway and Hungary. Ordinary-ranking patrol-men (*satunkai*) complete one- or two-month training courses, depending on their levels of literacy, at either the Central Training Centre (CTC) in Kabul or one of the seven Regional Training Centres (RTCs) in Bamyan, Gardez, Herat, Jalalabad, Kandahar, Kunduz or Mazar-i-Sharif. All police training courses are conducted by Afghans who have been trained as trainers by international contractors. Additional training is required for those intending to become criminal investigators.

In addition to training police, police reform initiatives include the construction of police buildings, the procurement of police equipment and the mentoring of police. As of June 2005, plans were being discussed to establish Field Mentoring Teams to work with Afghan police departments and units in their daily activities. These teams would consist of experienced police officers from contributing countries who could provide on-the-job assistance and advice to new Afghan police.

LOTFA, p 39

Funding for police reform is managed by the Law and Order Trust Fund of Afghanistan (LOTFA), which was set up in May 2002 under the auspices of UNDP. LOTFA funds were intended to go towards: police remuneration; the acquisition, maintenance and operation of non-lethal equipment; rehabilitation of police facilities; and capacity-building and institutional development. Of these, LOTFA's funds have mainly been used to pay police salaries.

ANCB Afghan NGO Coordination Bureau

www.ancb.org

ACBAR, p 18 The Afghan NGO Coordination Bureau (ANCB) was founded in 1991 and aims to coordinate the activities of Afghan NGOs, promote their capacity and help represent their interests to the government and the assistance community. Unlike the Agency Coordinating Body for Afghan Relief (ACBAR), ANCB membership is restricted to Afghan NGOs. ANCB has offices in Kabul, Jalalabad and Peshawar.

At present approximately 330 NGOs are registered with ANCB, some of which are also members of ACBAR. Applications for ANCB membership are considered by the Board of Directors and subsequently voted on at the General Assembly – the quarterly meeting of member NGOs. To become members of ANCB, organisations pay an annual fee and must have:

- Legal status with the government
- A board of directors
- A bank account
- At least one donor-funded project
- The verification of five other ANCB-registered NGOs

NGO, p 50 In 2004 and early 2005, ANCB was involved in coordinating draft NGO legislation and an Afghanistan NGO Code of Conduct. It also worked with the Ministry of Planning (now Ministry of Economy) to solve problems that arose when approximately 1,900 NGOs were banned in early 2004.

ANCB convenes monthly meetings on topics such as health, education, agriculture, sanitation and reconstruction as well as regular regional meetings to improve coordination among member NGOs, government agencies and donors. It also arranges seminars and training courses aimed at building the capacity of member NGOs in management, office development and computer skills.

ANCB provides internet facilities for its members in the ANCB office, and produces a weekly newsletter to inform members of meetings, workshops, requests for proposals and information on government policies. ANCB also publishes a quarterly magazine called *Paiwastoon (Coordination)* and a directory of all its members.

ACSF, p 3 ANCB is a member of the International Council of Voluntary Agencies (ICVA) based in Geneva and is represented on the Board of Directors of ICVA. It is also a member of the World Civil Society Forum (WCSF) and is actively involved in the Afghan Civil Society Forum (ACSF). ANCB's eleven-member Board of Directors is elected for a period of one year by the General Assembly. Funding for ANCB comes from membership fees and donor contributions from the International Republican Institute.

AWN Afghan Women's Network

www.afghanwomensnetwork.org

The Afghan Women's Network (AWN) is a network of NGOs and individuals working for the promotion of Afghan women's empowerment, rights and equal participation in society. AWN was based in Peshawar in the mid 1990s but since 2002 its headquarters have been in Kabul. It remains active in both Pakistan and Afghanistan and has sub-offices in Peshawar and Jalalabad. The network has expanded significantly over the past year and now has 70 NGO members and more than 3,000 individual members.

AWN is active in three main areas: capacity-building (including training staff at the Ministry of Women's Affairs), networking (acting as a coordinating body for NGOs working on women's issues) and advocacy (including running a legal rights programme for women). AWN also maintains a library and an internet café for women's NGOs.

The idea for AWN came about when participants at the 1995 UN Fourth World Conference on Women in Beijing identified a need for more unity and cooperation among women in Afghanistan and in the Afghan diaspora. The network became a formal structure in 1996, composed of NGOs primarily focused on providing humanitarian assistance, literacy and education, and vocational and computer skills for refugee women as well as providing aid for street children.

After the fall of the Taliban, the AWN revised its mission to include the promotion and protection of women's rights in Afghanistan, and it became active in providing gender training for government agencies, leadership training for women, and advocacy for women's and children's rights. AWN publishes a monthly newsletter and *Ertiqa* magazine.

AWN has a graduated membership process whereby new members are considered "associate" members for the first six months, "ordinary" members for the next year, and finally "regular" members thereafter. The General Assembly, comprised of AWN members, meets monthly to discuss current issues and organisational matters. Regular members elect an Executive Committee once a year to serve as the principal decision-making body for AWN. The AWN also has an Advisory Committee to assist with strategic planning, coordinate with international NGOs, support fundraising efforts and advise the Executive. AWN's major donors include UNIFEM, GTZ, IOM and Women's Edge.

ADF Afghanistan Development Forum

www.adf.gov.af

Bonn, p 21 The Afghanistan Development Forum (ADF), which brings together the government of Afghanistan, bilateral and multilateral donors, UN agencies, NGOs and private sector representatives, is a mechanism for discussion of the government's reconstruction and development plans and the mobilisation of resources. Three ADFs have been convened since the signing of the Bonn Agreement, and it is expected to continue as an annual event.

The third ADF took place 4–6 April 2005, and was the first time Afghanistan's democratically elected president, Hamid Karzai, and his cabinet met with all international donors. The goal of the 2005 Forum was to engage relevant actors in a discussion on Afghanistan's development priorities and the key challenges it faces in accelerating reconstruction efforts, and "to move focus from the recitation of past accomplishments by government and contributions by donors to serious policy dialogue around our future strategic priorities". Previous ADFs had functioned more as pledging conferences at which ministries made comprehensive presentations of their needs and priorities.

Accordingly, the three-day Forum was structured around eight broad themes:

- Acceleration of infrastructure development
 - A pro-poor approach to economic growth and social protection
 - Creating an enabling environment for private sector development
 - Fiscal sustainability and public administration reform
 - ARTF, p 14 • Review of Afghanistan Reconstruction Trust Fund (ARTF) and other trust funds
 - Strengthening regional cooperation
 - Fighting drugs and creating alternative livelihoods
 - Security, justice and equitable political participation
- Berlin, p 20 A progress report on the implementation of the Berlin Work Plan was presented, as was the Interim National Budget. Civil society groups, NGOs and a number of
- CG, p 26 Advisory Groups from the government's Consultative Group (CG) mechanism prepared or presented statements. One of the most significant initiatives to arise out of the 2005 ADF was an agreement to develop an Afghanistan National
- ANDS, p 12 Development Strategy (ANDS) by the end of 2006.

Major Post-Taliban Aid Coordination Meetings for Afghanistan, July 2005

5 Dec 01	5-6 Dec 01	21-22 Jan 02	10-11 Apr 02	11 Jul 02	11-13 Oct 02	17-18 Dec 02
Bonn Conference Bonn, Germany Produced the Bonn Agreement that laid out Afghanistan's path to sustainable peace and reconstruction	Afghanistan Support Group (ASG) Meeting Berlin, Germany Donors committed to support long term development	Tokyo Ministerial Meeting Tokyo, Japan US \$1.8 pledged for 2002 Total pledges of over US \$ 4.5 billion Implementation Group established	Implementation Group (IG) Meeting Kabul, Afghanistan Government presents National Development Framework (NDF) to donors	Afghanistan Support Group (ASG) Meeting Geneva, Switzerland US \$398 million shortfall in funding announced	Implementation Group (IG) Meeting Kabul, Afghanistan Plan for Consultative Groups (CGs) announced IG disbanded and transformed into CG mechanism	Afghanistan Support Group (ASG) Meeting Oslo, Norway US \$2 billion pledged for reconstruction for 2003 ASG officially disbanded
22 Feb 03	13-14 Mar 03	17 Mar 03	31 Mar-1 Apr 04	20-22 Apr 04	4-6 April 05	Dec 05
Tokyo meeting on Consolidation of Peace Tokyo, Japan US \$50 million pledged by donors for DDR. ATA presented outline for security sector reform	Afghanistan Development Forum (ADF) Kabul, Afghanistan US \$2.27 billion national budget presented, including 2003-04 National Develop't and Ordinary budgets for 2003-2004	Afghanistan High Level Strategic Forum Brussels, Belgium US \$211 million pledged for ordinary budget and US \$1.2 billion pledged by donors for national development budget	"Securing Afghanistan's Future" (SAF) Berlin, Germany Recosting of reconstruction needs presented - \$27 billion over 7 year. Donors pledged \$4.5 billion for and \$8 billion for 3 years	Afghanistan Development Forum (ADF) Kabul, Afghanistan Government presented its plans for the 2004-2005 National Development Budget	Afghanistan Development Forum (ADF) Kabul, Afghanistan Government presented its intention to develop a new Afghanistan National Development Strategy (ANDS)	Donor Meeting London, England <i>tentative as of June 2005</i> Presentation of ANDS and review of progress

AETF Afghanistan Emergency Trust Fund

UNAMA, p 59
MAPA, p 41

The Afghanistan Emergency Trust Fund (AETF) was established by the UN Secretary-General in 1988 to manage funds allocated to humanitarian and economic assistance programmes in Afghanistan in the period following withdrawal of the Soviet military forces. The AETF was managed by the UN Office for the Coordination of Humanitarian Assistance for Afghanistan (UNOCHA) until the Afghan Interim Authority and UNAMA were established in late 2001 and early 2002. Funds that had previously been earmarked for the UN's Mine Action Programme for Afghanistan (MAPA) were then channeled through the UN Mine Action Service (UNMAS). Currently, AETF funds related to humanitarian and recovery coordination are channeled through UNAMA.

AETF funds have been administered along five lines: Quick Impact Projects (QIPs), disaster management, reconstruction of the Kabul Public Library, AETF I and AETF II. Accounts for QIPs and disaster management were closed in 2004 as UN activities in Afghanistan transitioned from emergency response to reconstruction and development initiatives. The account for the Kabul Library is expected to close at the end of 2005.

AETF I funds come from the Dutch government and are used to finance projects in a variety of sectors, including vulnerability, health and local infrastructure. Funds remaining in AETF I are expected to be used by September 2005. AETF II is a multi-donor fund and is used for capacity-building projects, disaster preparedness, information management, mine action and programme management support. AETF II is currently mandated until December 2006.

ANDS Afghanistan National Development Strategy

www.afgnds.gov.af

ADF, p 10
NDF, p 44

The Afghanistan National Development Strategy (ANDS) was first publicly proposed at the Afghanistan Development Forum (ADF) in April 2005. The overall vision of the ANDS is to promote growth, generate wealth and reduce poverty and vulnerability. Until the ANDS is established, the National Development Framework (NDF) of April 2002 and the government's Securing Afghanistan's Future report of March 2004 continue to guide government policies and allocation of resources for development and reconstruction. However, the NDF and Securing Afghanistan's Future were prepared quickly with hasty consultations, and this resulted in a lack of awareness of these efforts and limited implementation of their recommendations.

The ANDS will be informed by careful consultation with representatives at all levels of the government, the private sector, NGOs, civil society and the international community. The goal is that:

broader and deeper discussions will result in the best possible national strategy for reducing poverty – and a strategy that is well understood by many, enjoys greater ownership, and as a consequence influences behaviour (the allocation of resources, policy, institutional reform and the implementation of programmes and projects).

An ANDS Working Group, under the guidance of an inter-ministerial Oversight Committee, has been formed to lead the consultation and drafting processes. The ANDS will be structured into eight pillars:

- Infrastructure and natural resources;
- Agricultural and rural development;
- Human capital and gender equity;
- Social protection;
- Economic governance and private sector development;
- International and regional cooperation;
- Good governance and rule of law; and
- Security.

CG, p 26 Each pillar will have a working group that includes representatives from central and provincial government, donors, the UN, NGOs and civil society, as well as technical experts. Managers for each pillar's working group will coordinate their activities through four key processes: workshops, virtual environments, informal consultations and the Consultative Group (CG) mechanism. Based on these consultations, working groups will present issues for debate and decision-making to the Oversight Committee.

PRSP, p 51 The timeline for completing the first ANDS draft is September 2005. It is expected that this draft will be finalised and approved by the government by December 2005 or January 2006, corresponding with a major donor meeting planned for the same time in London. The ANDS will serve as an Interim Poverty Reduction Strategy Paper (PRSP) for the Afghan government.

ANBP Afghanistan New Beginnings Programme

www.undpanbp.org

UNAMA, p 51 The Afghanistan New Beginnings Programme was established in 2003 as the means by which UNAMA and UNDP could support the Afghanistan government's efforts to disarm, demobilise and reintegrate former combatants. ANBP is mandated until June 2006, and until June 2005 it was primarily focused on

DDR, p 30 Disarmament, Demobilisation and Reintegration (DDR) activities. In 2005 the ANBP will shift its focus to assist with the Disarmament of Illegal Armed Groups

DIAG, p 31 (DIAG) initiative. ANBP also provides support to the government with heavy weapons cantonment and ammunitions surveying. ANBP publishes monthly

newsletters and weekly summary reports, which are available on its website. Donor nations include Japan, Canada, the UK, US and the Netherlands.

ANSO Afghanistan NGO Safety Office

The Afghanistan NGO Safety Office (ANSO), formed in 2003, provides a free security advice service catering specifically to the needs of the NGO community in Afghanistan. It is financed by the European Commission Humanitarian Aid Organisation (ECHO) and the Swiss Agency for Development and Cooperation (SDC). ANSO is a project of the International Rescue Committee (IRC).

ANSO holds regular security meetings in Kabul and other major cities, and its services include:

- Weekly security updates, daily alerts and location-specific advisories
- Countrywide information for NGO movement
- Organisational and personal security advice
- Surveys of sites and areas of operation
- Facilitation of emergency assistance
- Analysis of security incidents
- Coordination of security-related training in partnership with RedR
- Representation of NGOs with national and international security agencies

ANSO is headquartered in Kabul and has regional offices in Kabul, Mazar-i Sharif, Herat, Jalalabad and Kandahar. ANSO's staff include those with experience in the military, police and international organisations, as well as Afghan support staff.

ARRR Afghanistan: Rebuild, Reconnect, Reunite

Afghanistan: Rebuild, Reconnect, Reunite (ARRR) was the pilot project for the Afghanistan Stabilisation Programme (ASP), overseen by UNAMA. See page 15.

ARSG Afghanistan Reconstruction Steering Group

See Tokyo Meetings, page 58.

ARTF Afghanistan Reconstruction Trust Fund

www.worldbank.org/af

The Afghanistan Reconstruction Trust Fund (ARTF) was established in April 2002 as a mechanism for the transfer of donor funds to Afghanistan. It is jointly

managed by the World Bank, the Asian Development Bank, the Islamic Development Bank and UNDP.

The ARTF is the government's preferred funding method because it channels funds directly through the government, rather than through the UN, NGOs or other actors as had previously been the case. The government sees the ARTF as a way of increasing Afghan ownership of the reconstruction process, facilitating the tracking and coordination of aid, and increasing transparency. When donating funds to the ARTF, donors are able to specify a preference for particular projects or programmes they wish to support, although conditions attached to this ensure that the fund retains its flexibility.

Funds can be put towards either a recurrent cost window or an investment projects window. Funds put towards recurrent costs are used to fund the operating expenses of the government of Afghanistan, while money put towards investment projects is earmarked for specific development projects. During its first fiscal year, 2002–03 or 1381 by the Afghan solar calendar (SY), the ARTF received US\$185 million. SY1382 saw a 55% increase to US\$286 million and SY1383 saw another increase of 33% to US\$380 million. As of 20 March 2005, donors had signed pledges equalling US\$93 million with an additional US\$232 million in informal pledges for SY1384 (2005–06). This, combined with US\$42 million undispersed funds from SY1383 leaves the current balance at US\$367 million. In total, pledged and realised funds to the ARTF have now reached almost \$US1.2 billion.

ADF, p 10 The ARTF underwent an extensive three-month review starting in January 2005, the results of which were presented at the Afghanistan Development Forum (ADF) in April 2005. Overall, it was recommended that the ARTF retain its existing structure and procedures, although recommendations were made to modify reporting practices, develop a more permanent policy forum and create a phased development that corresponds to Afghanistan's development and reconstruction progress.

ASP Afghanistan Stabilisation Programme

NPP, p 46 The Afghanistan Stabilisation Programme (ASP) is one of the government of Afghanistan's National Priority Programmes (NPPs) and was launched in April 2004. The overall objective of the ASP is to strengthen governance at the subnational level, by rebuilding the essential infrastructure for local governance (police, court, administration and other services), and developing the capacity of local civil administration. It has four pillars: training, administrative reform, a provincial stabilisation fund and district infrastructure.

UNAMA, p 59 The ASP design arose in part from a pilot project funded by UNAMA called Afghanistan: Reconnect, Rebuild, Reunite (ARRR). ARRR began in January 2004

PRT, p 53 in eight diverse districts around the country and focused on rebuilding district infrastructure. Two of the districts have been handed over to Provincial Reconstruction Teams (PRTs), while completion of the six remaining districts has been extended twice. All should be completed by September 2005. Lessons learned from ARRR have been incorporated into ASP structure and planning, and ARRR staff have been absorbed into ASP departments.

ARTF, p 14 Funding for the ASP comes from a number of sources, including the governments of the UK, the Netherlands, Japan, the US and Canada, and UNAMA (for ARRR). Some of the funds are channelled through the Afghanistan Reconstruction Trust Fund (ARTF), while others come directly from donors. Implementation has been slow and progress has varied within the three operational departments.

IARCSC, p 34 The ASP is steered by an Inter-Ministerial Task Force (I-MTF) chaired by the Ministry of the Interior with representatives from the Ministry of Finance, Ministry of Rural Rehabilitation and Development, Ministry of Urban Development and Housing, Ministry of Economy, Ministry of Communications and the Independent Administration Reform and Civil Service Commission (IARCSC). While the ASP is "owned" by the Ministry of Interior, the day-to-day management and implementation of the ASP is coordinated by a Programme Management Unit (PMU-ASP), which is located in Kabul and adheres to national and international financial and administrative rules. The PMU-ASP is staffed by representatives from participating ministries as well as external contractors. The team is expected to reach more than 100 at the peak of implementation, with many working at district level.

ASP organises its work into four departments: one does management and administration (the PMU-ASP); and three undertake operations – the District Infrastructure Department (DID), the Provincial Stabilisation Fund (PSF) and the Training & Administrative Reform Department (TARD).

DID has been by far the most active of the offices. The goals of DID are to build and furnish district administrative offices, police offices, government offices, district courts and community mosques. The department is divided into two main sections: the pre-contract activities section responsible for preparing needs assessment surveys of districts, and the post-contract activities section responsible for administration, supervision, quality control and general oversight of all contracts. During Phase I of the project, 156 districts were selected and while land ownership disputes, incomplete surveying and insufficient funding have led to delays and reduction in project activities, as of June 2005 DID had contracted 83 projects.

The PSF component aims to provide funds directly to the provinces to build capacity in planning, programming, implementation and management of development activities in line with central government priorities. Staffing problems, especially recruitment of provincial staff, delayed the PSF's implementation. Shortages in funding have also impacted heavily on the number of projects able

CLJ, p 25 to be started: by June 2005, only US\$6 million of the US\$35 million pledged had been received, although 42 projects had been tendered in twenty provinces. This is only a small percentage of the 293 I-MTF-approved projects derived from the 500 projects prioritised at initial consultative meetings with local authorities, community elders and Constitutional Loya Jirga (CLJ) members.

TARD's main objective is to accelerate the reform process at the provincial and district levels and to provide training in public administration to all subnational officials. Though training has begun, the administrative reform section had not been fully established as of June 2005. With the assistance of the Afghanistan Local Governance Assistance Project, the ASP intends to have this section functioning by September 2005. TARD conducted its first Quick Impact Training Programme for 63 civil servants from ten districts in late 2004. It has produced eight training packages, conducted a training needs assessment for more than six districts, developed staff profiles for all 363 districts, and identified available training institutions in districts with whom they can partner. The IARCSC and the IARCSC Training Institute have helped significantly in TARD's activities.

The ASP intends to reach 150 districts in its first phase, with a rolling cycle of "clusters" of districts to follow. It is anticipated that all districts will be covered over the life of the ASP. ASP teams are working closely with the Provincial Reconstruction Teams (PRTs), UNAMA Field Offices and local governors to achieve this, however due to funding difficulties and limited progress it is possible that the ASP will dissolve in the forthcoming year.

ATA Afghanistan Transitional Authority

Bonn, p 21
ELJ, p 32 The Afghanistan Transitional Authority (ATA) was the governing body of Afghanistan prior to the presidential election held in October 2004. According to the terms of the Bonn Agreement, the ATA was established by the Emergency Loya Jirga (ELJ) in June 2002, and at this time the Afghan Interim Authority (AIA) was disbanded. The AIA had been a temporary governing body selected at the Bonn Conference and inaugurated on 22 December 2001.

CLJ, p 25 The head of the ATA was President Hamid Karzai, who had previously served as the Chairman of the AIA. He was elected in a secret ballot by members of the ELJ. Under the ATA, in January 2004, the Constitutional Loya Jirga (CLJ) decided on a constitution for the new Islamic Republic of Afghanistan. Per the 2004 Constitution, the ATA was due to stay in power until "a fully representative government [could] be elected through free and fair elections". In October 2004 Hamid Karzai was democratically elected as the President, although elections for the two houses of the National Assembly – the house of the people and the house of elders – were postponed until September 2005. Even though elections for the

National Assembly had not occurred, at Karzai's swearing-in in December 2004 the ATA was transformed to the Islamic Republic of Afghanistan.

ACBAR Agency Coordinating Body for Afghanistan Relief

www.acbar.org

The Agency Coordinating Body for Afghanistan Relief (ACBAR) is an organisation that facilitates coordination among NGOs and acts as a conduit for information between the UN, national and international NGOs, donors and the Afghan government.

ACBAR was established in 1988 by NGOs in response to the need for improved coordination, transparency and accountability among NGOs in Afghanistan, and among those working with Afghan refugees in Pakistan. ACBAR now has a membership of 90 international and national NGOs. Membership is by application only and is open to non-governmental, non-profit organisations which meet criteria including: a commitment to coordination and information-sharing; provision of humanitarian or development assistance to Afghans; proof of donor funding, an external audit and a minimum budget; registration with relevant authorities; and endorsement by other NGOs. All members are required to become signatories to the Afghanistan NGO Code of Conduct, launched in May 2005.

NGO, p 50

ACBAR organises its work along two basic lines: the InfoCoord team is responsible for disseminating information, organising meetings, publishing a weekly bulletin, maintaining an NGO Directory, and other communication initiatives; the Advocacy & Policy team facilitates the exchange of views and information between NGOs to help them “develop and sustain a joint, field-led voice on key issues as they develop”. An Advocacy Group meets every two weeks.

ACBAR holds general NGO coordination meetings once a month which are open to the general public. Other monthly meetings are organised around the themes of water sanitation, gender and animal health. In addition to regular meetings, ACBAR assists in the appointment of NGO representatives to government-led inter-agency coordination mechanisms.

Since 1989 ACBAR has maintained a resource library – the ACBAR Resource & Information Centre (ARIC) – with collections in Peshawar (Pakistan) and Kabul. In recent years ACBAR has collaborated with the Afghanistan Information Management Service (AIMS) in producing and collecting information for a database of NGO activity throughout Afghanistan called “Who is Doing What Where”.

In 2004–05 ACBAR’s advocacy focus was on facilitating NGO involvement with the government on the development of a mutually acceptable regulatory framework for NGO legislation, and to develop an NGO Code of Conduct. ACBAR established a Code of Conduct Secretariat to help draft the Code, which was launched in May 2005. The Secretariat now handles applications to become signatories to the Code. ACBAR has also focused on building NGO capacity in the PRSP, p 51 Poverty Reduction Strategy Paper (PRSP) process, and is working with both the Ministry of Rural Rehabilitation and Development and the Ministry of Finance on AL, p 19 Alternative Livelihood (AL) programmes.

ACBAR is regarded by the assistance community and the government as representing diverse NGO interests, and is seen as a key conduit for accessing NGOs working in Afghanistan. Donors, government and UN agencies often invite ACBAR to nominate a number of NGOs to attend meetings and report back to the ACBAR membership, to ensure continuity and wide dissemination of information. ACBAR works closely with civil society organisations and has twice represented the NGO community at the Afghanistan Development Forum (ADF), first in 2004 and again in 2005.

The General Assembly of the ACBAR membership meets twice a year to discuss broader issues of strategy, to review activities and to vote in new members. At the first General Assembly meeting each year, members elect a twelve-member steering committee, which then meets monthly in Kabul. The chair of the steering committee is always an Afghan, while other members are representatives of both international and Afghan NGOs. In addition to its main office in Kabul, ACBAR has sub-offices in Herat, Jalalabad and Mazar-i-Sharif. In total ACBAR employs 85 staff members (40 of whom are based in Kabul); three of these are international and the rest are Afghan.

AL Alternative Livelihoods

Alternative Livelihood (AL) programmes are one of the pillars of the government of Afghanistan’s Counter Narcotics (CN) strategy. An AL programme is meant to be a comprehensive rural development initiative that provides opium farmers and laborers alternative options for crops, business support, market access and credit mechanisms. In theory they address broad institutional constraints to rural development, but in practice AL programmes have largely focused on income generation activities. There is no single blueprint for how these types of programmes should be implemented, although there has been much discussion about ALs since the end of 2004. An AL Working Group meets at the Ministry of Rural Rehabilitation and Development to address these issues.

As of June 2005, the bulk of AL work had been undertaken by US-sponsored contractors in Nangarhar, Helmand and Badakhshan Provinces – the country’s

most significant opium-producing areas. There have been debates about whether AL initiatives should target areas new to opium production rather than those with long histories in its cultivation, but no consensus has been reached. Although the United Nations Office of Drugs and Crime (UNODC) is attempting to track AL data, accurate information is difficult to obtain partly because no central tracking or monitoring system exists as yet.

Berlin Meeting and Declarations

www.af/recosting/berlinconference.html

In March 2004, Afghanistan's major donors and development partners attended a meeting in Berlin at which the government of Afghanistan presented a major fundraising document: Securing Afghanistan's Future (SAF). The document concluded that the funds required to rebuild Afghanistan to a stage where it is a self-sufficient and stable state are approximately US\$27.4 billion over the following seven years – substantially more than the US\$15 billion over ten years requested at the Tokyo Ministerial Meeting in January 2002.

Tokyo, p 58

At the meeting, donors pledged US\$8.2 billion over the next three years and met the government's immediate needs of US\$4.2 billion (\$2.2 billion from the US) for the 2004–05 financial year. Longer term funding is not yet confirmed, as many countries are only able to pledge funds in the relatively short term.

In addition to discussing the SAF document, the Berlin Meeting gave the Afghan government an opportunity to give a progress report on the implementation of the Bonn Agreement and to present its current work plan. "The Way Ahead: The Work Plan of the Afghan Government" sets out an agenda of measures and actions for

Bonn, p 21

an ambitious schedule of Disarmament, Demobilisation and Reintegration (DDR) and election-related activities, as well as initiatives for good governance and public administration, fiscal management, private sector development, economic and social development, rule of law and human rights, gender and drugs.

DDR, p 30

The participants at the meeting signed the Berlin Declaration, in which the international community committed to continue to support the government in its mission to implement the Bonn Agreement, improve the security situation, and move forward with its development agenda. A further agreement, the Berlin Declaration on Counter Narcotics, was signed by Afghanistan, China, Iran, Pakistan, Uzbekistan, Turkmenistan and Tajikistan, in which Afghanistan and its neighbours agreed to improve coordination in their efforts to eradicate the cultivation, production and trafficking of illegal drugs.

Bonn Agreement

www.af/resources/research/Bonn%20Agreement.pdf

The Bonn Agreement has served as a roadmap for the re-establishment of permanent government institutions in Afghanistan. The Agreement also set out a timetable for the creation of provisional arrangements until permanent ones could be put in place. The Bonn Agreement was signed on 5 December 2001 by representatives of various Afghan factions (excluding the Taliban) at the conclusion of the UN-sponsored Bonn Conference on Afghanistan.

ELJ, p 32
CLJ, p 25

The Agreement laid out several processes, including the Emergency Loya Jirga (ELJ) and the Constitutional Loya Jirga (CLJ), through which power would be exercised and then transferred over time to a fully representative government selected through free and fair elections. It provided for the sovereignty of Afghanistan to reside first in an interim authority, succeeded by a transitional authority, and then ultimately in a nationally elected government.

The Bonn Agreement has been largely adhered to, although security conditions have impacted on timelines. The government and the UN have successfully established most of the provisional arrangements called for, except for the withdrawal of “military units from Kabul and other urban centres or other areas in which the UN mandated force is deployed”. The last remaining milestone of the Agreement – National Elections – has happened in part, with presidential elections held in October 2004, and election of the two houses of the National Assembly due in September 2005.

For the full text of the Bonn Agreement, see page 140.

CSO Central Statistics Office

www.aims.org.af/cso/

The Central Statistics Office (CSO) was established in 1972. It gathers statistics from around the country and produces various publications based on its research. The years of conflict impacted significantly on the gathering of data, and more recently the work of the CSO has been hampered by a lack of human, financial and technical resources. As a result there are large gaps in its data, and a total gap for the Taliban years, when no statistical yearbooks were published.

The CSO currently has over 800 staff, divided between the head office in Kabul and sub-offices in each province. In 2005 the CSO officially became part of the Ministry of Economy. Previously the CSO had functioned as an independent commission whose head reported directly to the President of Afghanistan. Though the CSO's organisational structure has remained the same, its head of office is now a Deputy Minister who reports to the Minister of Economy.

In fall 2004 the CSO presented a draft Statistical Master Plan (SMP) to the Council of Ministers that outlined a programme designed to build capacity within the CSO to collect the national data required by the government for its programming. The SMP was written with assistance from the World Bank, the International Monetary Fund (IMF), the Asian Development Bank (ADB), the UK Department for International Development (DFID) and the United Nations Economic and Social Commission for Asia and the Pacific (UN-ESCAP). As of July 2005, it had not been approved by the Council of Ministers. A new statistics law drafted to clarify the official functions of the CSO, to increase flexibility and ensure accountability and transparency, and to update the current statistics law that dates back to the Soviet era, has also been given to the Council of Ministers. As of July 2005, this law was also awaiting approval.

Currently, the work of the CSO is grouped into three major departments: economic statistics, demographic and social statistics, and operations. The former two departments are responsible for analysing information obtained by the latter. In mid 2005, the CSO partnered with the National Surveillance System (NSS) to open a unit within the CSO responsible for data collection for NSS's National Risk and Vulnerability Assessment (NRVA).

NSS, p 49

NRVA, p 47

The CSO produces a monthly Consumer Price Index (CPI) and a monthly volume of trade statistics that are distributed to government officials, donors and other interested parties. The CPI includes statistics from six urban areas: Kabul, Kandahar, Jalalabad, Herat, Khost and Mazar-i-Sharif. The CSO also produces general statistics and trade statistics yearbooks. Statistical information is kept in a library at the CSO office, and made available to the public with permission from the head of the office.

Bonn, p 21

Since 2003, the CSO has been involved in pre-census activities as mandated by the Bonn Agreement. With support from the United Nations Population Fund (UNFPA) by June 2005 initial household listings in 33 provinces had been completed, with the 34th province expected to be finished by September 2005. The census proper is due to begin in 2007 and it is estimated that it will cost over US\$20 million and require over 25,000 staff. Until it begins, the CSO will work to analyse information obtained in the pre-census, update household listings in quickly growing urban areas, demarcate enumeration areas, design questionnaires and train census staff.

Civil–Military Relations

In a post-conflict reconstruction environment such as Afghanistan in which military, government and civilian organisations are all engaged in similar, related and sometimes overlapping activities, coordination and communication between actors is essential for the effective delivery and implementation of development

- Coalition, p 24
ISAF, p 35
- programmes. To meet these needs, both international military forces in Afghanistan – Coalition Forces and the International Security Assistance Force (ISAF) – have dedicated units that liaise with the external community. ISAF and Coalition units differ in focus and name, but they are both intended to ensure positive relations and clear information exchange with the military, the government, the international community, NGOs, civil society groups and ordinary civilians.
- Civil–Military Cooperation, or CIMIC, is a NATO term ISAF uses to describe its civil–military activities. The ISAF Headquarters CIMIC office is divided into three sections: Planning, Operations and Liaison. The Planning and Operations sections deal with reconstruction work, technical assistance and “Quick Impact Projects”. The Liaison section has five sector-oriented teams: returnees and repatriation; employment and commerce; education and vocational training; culture, media and sports; and public health and nutrition. In order to promote open dialogue and information exchange with NGOs, ISAF established the Kabul CIMIC Centre “outside the wire” but within the walls of ISAF headquarters. The Kabul CIMIC Centre is open to the public and provides internet access, photocopying and fax facilities free of charge.
- PRT, p 53
- In addition to the work done at CIMIC headquarters, the ISAF Kabul Multinational Brigade (KMNB) includes approximately twenty CIMIC units staffed by four to eight people. The units work closely with the local population and authorities conducting assessments on issues of education, health, security, internally displaced persons (IDPs) and water. The units also initiate and monitor development projects funded by national and international donors. ISAF Provincial Reconstruction Teams (PRTs) outside Kabul generally include CIMIC officers who perform similar duties to their KMNB counterparts, although the extent to which they exist and operate within any given PRT is dependent on the PRT lead nation’s approach.
- Within Coalition Forces, civil–military relations are the responsibility of the Civil Affairs Directorate (CJ9). CJ9 has nine liaison officers based at headquarters who work primarily with government agencies to determine what type of security, training and general infrastructure development and support is needed. CJ9 does not have the same focus on civilian groups and NGOs as its ISAF counterpart (CIMIC). Coalition PRTs usually incorporate a Civil–Military Operations (CMO) group of four to ten people who liaise with local populations and NGOs. The functions of the CMO groups vary depending on the security and needs of the area. CMO groups are not under direct lines of command from CJ9 at headquarters.
- UNAMA, p 59
- UNAMA has a dedicated civil–military liaison section with Military Liaison Officers (MLOs) at UNAMA headquarters and in UNAMA Field Offices. As well as communicating with the military about UNAMA’s own operational efforts, MLOs also coordinate activities and information exchange between military and other

non-military organisations. They are responsible for communicating and coordinating with PRTs, despite the fact that the military structures keep PRT planning and operations separate from their civil-military relations efforts.

Since September 2004 an NGO Civil-Military Working Group has met fortnightly at the Ministry of Interior and has served as the only consistent forum through which the NGO community and military representatives interact. Announcements for the working group are distributed through a yahoo group email list; to join, email NGOCivMilWorkinGroup-subscribe@yahoogroups.com.

Civil Service Commission

See Independent Administrative Reform and Civil Service Commission (IARCSC), page 34.

Coalition Forces

Coalition Forces is the general term used to describe the US-led military organisation that has been in Afghanistan since late 2001. Though they continue to be called Coalition Forces outside of the military, in February 2004, these troops were reorganised and the command retitled Combined Force Command-Afghanistan (CFC-A or CFC-Alpha). Coalition Forces, in cooperation with the Northern Alliance, were responsible for the overthrow of the Taliban in November 2001. Under the mission of Operation Enduring Freedom (OEF), these troops continue to seek out Taliban and al-Qaeda members in Afghanistan.

OEF, p 51

In addition to ongoing OEF military operations, Coalition Forces are also involved in reconstruction activities and the extension of government authority through its Provincial Reconstruction Teams (PRTs). Coalition Forces originally operated PRTs in all regions of Afghanistan but by June 2005 they had turned over command of PRTs in the north and west of the country to the International Security Assistance Force (ISAF). The Coalition Forces are also a key partner in the government's Security Sector Reform (SSR) initiatives.

PRT, p 53

ISAF, p 35

SSR, p 55

More than twenty nations have contributed troops to the Coalition for a total force numbering around 17,000. These troops are overseen by the US Central Command (CENTCOM), located in Tampa, Florida. Coalition Forces are headquartered in Kabul, with two major sub-units located to the north in Bagram:

- The first, Combined Joint Task Force 76 (CJTF-76) is responsible for executing many of the security and reconstruction operations directed by Coalition Forces, including oversight of PRT activities. Regional Commands in the south and east report directly to CJTF-76.

- The second, the Office of Military Cooperation-Afghanistan (OMC-A) oversees the Coalition's involvement in the Afghan defence sector, including the five pillars of SSR.

The Combined Joint Special Operations Task Force (CJSOTF) is another Coalition sub-unit which is responsible for oversight of special operations, including regular patrolling and small-unit combat operations.

Coalition Forces engaged in OEF are distinct from ISAF also operating in Afghanistan. ISAF is a UN Security Council-mandated force, and is present to assist the government in maintenance of security. Many nations involved in OEF also contribute troops to ISAF. In the longer term, it is intended that these two forces will become unified under one central command, and the transfer of PRT command is one of the first phases of this process.

CFC-A Combined Force Command-Afghanistan

OEF, p 51 As of February 2004, Combined Force Command-Afghanistan (CFC-A or CFC-Alpha) is the name of the US-led military organisation that has been in Afghanistan since late 2001. CFC-A describes those military forces under the command of the US Central Command (CENTCOM) who are engaged in the ongoing Operation Enduring Freedom (OEF) military campaign. Outside of the military, however, these troops continue to be known as the Coalition Forces. See Coalition Forces, page 24.

CLJ Constitutional Loya Jirga

The process of agreeing on a new Afghan constitution began in October 2002 with the establishment of the Constitutional Drafting Commission (CDC); it culminated at the end of 2003 with the convening of the Constitutional Loya Jirga (CLJ). The CDC, comprising nine members and chaired by Vice President Shahrani, was officially inaugurated in November 2002. By April 2003 the CDC had produced a draft constitution that was passed to the Constitutional Review Commission (CC). The 35-member CC, which included seven women, had a mandate to conduct public education and consultation on the draft text around Afghanistan and among the Afghan refugee communities in Iran and Pakistan. The CDC, CC, and later the CLJ, were supported by a Secretariat that provided administrative, technical and logistical support.

UNAMA, p 59 A public consultation process began on 7 June 2003 after a month of public education activities. This consultation took many forms and UNAMA estimates that 178,000 people were reached through the public consultation process, 19% of whom were women. The CC published its final draft of the constitution on 3 November 2003. The CLJ, which was to debate the text of the constitution, was

scheduled for 14 December 2003, and 450 delegates, including 100 women, were selected for participation through regional elections. Of the elected seats, 106 were allocated for special category representatives, including women, refugees in Pakistan and Iran, internally displaced peoples (IDPs), *kuchis* (nomads), Hindus and Sikhs. Fifty-two additional delegates were appointed by President Karzai – totalling 502 delegates.

The CLJ opened on 14 December and continued for 22 days. Sibghatollah Mojadedi was elected as Chair, and four Deputy Chairs (including one woman) and three Secretaries (including two women) were also selected. Delegates were divided into ten groups (Working Committees) where they debated the text of the constitution chapter by chapter. Chairs elected for each group reported their suggested changes back to the leadership of the CLJ.

A Reconciliation Committee was then convened to review the suggestions of the Working Committees and edit the text to incorporate the views of the delegates. The Reconciliation Committee had 38 members, included the leaders of the ten Working Committees, representatives from the drafting commission, observers from UNAMA, and the elected leadership of the CLJ. A vote was then supposed to be taken on all contentious articles, which were mostly those dealing with the form of government, the role of Islam, national languages, the language of the national anthem and the dual nationality of ministers.

Passionate debates, boycotts and heated arguments featured in the discussions that took place. Agreement was eventually reached after intense mediation efforts by UNAMA staff and the US Ambassador to Afghanistan. Although no vote actually took place, on 4 January 2004 a closing ceremony was held where the delegates signaled their approval of the final text by standing up.

The 2004 Constitution was officially signed on 26 January 2004 by President Karzai. The new constitution provides for an elected President (along with his or her two nominated vice presidents), a cabinet of ministers and a national assembly comprising two houses – the *Wolesi Jirga* (House of the People) and the *Meshrano Jirga* (House of Elders). It grants equal citizenship to Afghan men and women, and commits Afghanistan to uphold its international human rights obligations. It states that Afghanistan is an Islamic Republic and that no law can be contrary to the Islamic religion.

For a translation of the full text of the Constitution, see page 99.

CG Consultative Group Mechanism

www.af/cg

Consultative Groups (CGs) were established in early 2003 to facilitate interaction between government, donors, UN agencies and NGOs on each of the sixteen

NDF, p 44 National Development Programmes (NDPs) identified in the National Development Framework (NDF). The structure of the CG mechanism was first widely discussed at the October 2002 Implementation Group (IG) meeting, and again at the December 2002 Afghanistan Support Group (ASG) meeting. The results of these meetings determined the structure and functions of the CGs. With the establishment of the CG mechanism, both the IG and the ASG, and their related bodies, were officially disbanded to make way for a process with greater government leadership.

ADF, p 10
ANDS, p 12 In December 2004, the Ministry of Finance (MoF) undertook an extensive review of the CG process, beginning with an internal review of events of the previous two years. In February 2005 the review was expanded to become a working group that included donors and other relevant government bodies. Recommendations for restructuring the CG process were presented to the MoF in March 2005, but following the 2005 Afghanistan Development Forum (ADF), a decision was made to wait until the new Afghanistan National Development Strategy (ANDS) is finalised before making any changes.

As of June 2005, the CGs are responsible for:

- Preparation of public investment programmes
- Ensuring consistency of recommendations with the NDF
- Tracking aid flows in support of the budget
- Monitoring progress in programme areas
- Incorporating cross-cutting issues and reporting back to the CG Standing Committee

Each CG is chaired by a lead ministry with support from CG focal points (often a joint donor/UN agency combination). Membership includes other ministries, donors, the UN, international organisations and NGOs. The frequency of CG meetings varies between the groups, with some meeting at least monthly and others only occasionally.

The process is overseen by the CG Standing Committee, which is chaired by the MoF. The Standing Committee draws together all the major stakeholders in the reconstruction process, including relevant ministries, donors, civil society organisations and other actors. Since June 2004 Standing Committee meeting agendas have often included a presentation by one or more CGs on the progress and focus of their work. The Standing Committee meets approximately once a month.

CGs are supplemented by Advisory Groups (AGs), established to mainstream the cross-cutting issues of gender, environment, human rights, counter narcotics, humanitarian affairs and monitoring and evaluation. AGs advise CGs on how to incorporate these cross-cutting issues into their programme planning and budget prioritisation. The degree to which the AGs are involved in the CG process is variable.

CN Counter Narcotics

www.mcn.gov.af

- SSR, p 55 Counter Narcotic (CN) efforts have been integral to Afghanistan's reconstruction and development initiatives, and remain one of five pillars in the government's Security Sector Reform (SSR) policy. Since the fall of the Taliban in 2001, each successive provisional government of Afghanistan has banned the cultivation, production, abuse and trafficking of narcotic drugs. In 2002 the Afghan Interim Administration (ATA) issued a number of decrees to this effect, and in May 2003 the Afghanistan Transitional Authority (ATA) set out a five-year National Drug Control Strategy (NDCS), which came into force in October 2003. In August 2004, the Afghan General Council of Ulema, the country's senior Islamic scholars, issued a *fatwa*, or religious decree, condemning everything to do with narcotics. The *fatwa* stresses clearly to the people and government of Afghanistan that the cultivation, processing, trafficking and consumption of drugs must be prevented.
- ATA, p 17 According to a 2004 UNODC Opium Survey, 12–14% of Afghanistan's rural population is involved in opium cultivation, contributing to an opium economy worth approximately US\$2.8 billion – more than half the value of Afghanistan's licit economy. Funds from opium cultivation, which now occurs in all 34 provinces, fund the activities of warlords, corrupt government officials, insurgents and terrorists. Reducing the instability and insecurity caused by the activities of these actors is the goal of all CN efforts.
- In December 2004, shortly after taking office, President Hamid Karzai held a National Counter Narcotics Conference at which he acknowledged CN as the major priority for his new government. In the same month a Ministry of Counter Narcotics was established to oversee and coordinate all CN activities. The Ministry of Counter Narcotics (MCN) evolved out of the Counter Narcotics Directorate (CND), which had been established in October 2002 to serve the same purpose.
- In February 2005, the new Islamic Republic of Afghanistan published a revised Counter Narcotics Implementation Plan, which expanded the emphasis of the NDCS's five key elements and organised CN efforts along eight pillars:
- Building Institutions
 - Information Campaign
 - Alternative Livelihoods
 - Interdiction and Law Enforcement
 - Criminal Justice
 - Eradication

- Demand Reduction and Treatment of Addicts
- Regional Cooperation

ADF, p 10

NDF, p 44

Within the central government, the MCN is the lead ministry for coordination and development of CN initiatives, and it works closely with other relevant ministries and the UN Office on Drugs and Crime (UNODC). The UK, as the lead nation in CN efforts, is also closely involved in the planning and funding of CN work. Funding for CN initiatives has in the past come from a number of sources, but it is now processed through a centralised Counter Narcotics Trust Fund (CNTF), announced at the Afghan Development Forum (ADF) in April 2005 to help the government keep record of all international funds allocated to CN activities. A Cabinet Sub-Committee on CN meets fortnightly, and includes relevant ministers, embassy representatives, donors and implementing partners such as UNODC. There is also a CN Advisory Group within the National Development Framework (NDF).

AL, p 19

At the provincial level, the Afghan government intends to run CN programmes through the provincial coordinating body and the MCN is running an information campaign focusing on the dangers and insecurity of poppy cultivation. Alternative Livelihood (AL) programmes are also being established to mitigate the impact on poppy farmers who, either through self restraint or eradication, have lost part of their livelihoods. Many ALs are managed through the Ministry of Rural Rehabilitation and Development (MRRD) and are meant to offer poppy farmers not only new and alternative crop, business and credit options, but also improved rural infrastructure. In 2005 ALs were to focus on seven key provinces including Helmand, Kandahar, Nangarhar and Badakhshan.

There are two institutions designed specifically to deal with CN law enforcement work, both of which come under the Deputy Minister of Interior for Counter Narcotics. The Counter Narcotics Police of Afghanistan (CNPA) is expected to develop into a specialised force of 2,000 officers in the next three or four years. They are the primary law enforcement agency responsible for detecting and investigating drug trafficking offences. The Afghan Special Narcotics Force carries out interdiction operations throughout Afghanistan, working closely with the CNPA, and CN training is being provided to the Afghan National Police, Border Police, and Highway Police.

Eradication efforts are planned by the Central Eradication Planning and Monitoring Cell within the Ministry of Interior (MoI), and carried out by the Central Poppy Eradication Force (CPEF) with technical assistance from the international community, especially UNODC, the UK and the US. Eradication has also been conducted by provincial governors and supplemented by teams of Afghan National Police. Ground-based verification teams have been trained to confirm the location and extent of eradicated areas. As of June 2005, aerial eradication campaigns are explicitly not part of Afghanistan's eradication policy and President Karzai has spoken out strongly against this approach. Eradication efforts for

2005 were supposed to start in February before the poppy harvest season but were delayed for a number of reasons – resulting in harsh criticism from the US government – however, President Karzai has expressed his continued commitment to CN work.

The Ministry of Justice (MoJ) is working to develop an effective CN legal framework and in February 2005 it created a CN Criminal Justice Task Force to deal with CN cases. The Task Force also trains judges, prosecutors and investigators in CN procedures. Work is underway to establish a secure court and detention facility at Pul-e-Charki prison to manage major drug trafficking cases, and there are plans to establish similar facilities in Kabul in 2005. Financial and technical assistance for the work of the judiciary are provided by the UK, US, Italy, Canada, Norway and UNODC.

The UNODC is undertaking a national assessment on the nature and extent of drug use in Afghanistan and four new addiction treatment centres are to be established in Herat, Kandahar, Mazar-i-Sharif and Nangarhar during 2005. Treatment centres already exist in Kabul, Gardez and Faizabad.

DBER Development Budget and External Relations Unit

www.mof.gov.af

NDB, p 43

The Development Budget and External Relations (DBER) Unit is located within the Budget Directorate of the Ministry of Finance (MoF) and is responsible for the mobilisation and coordination of donor funds for the National Development Budget (NDB). This function was formerly fulfilled by the Aid Coordination Unit of the Afghanistan Aid Coordination Authority (AACA).

The DBER is in transition from its original role of aid coordination to assuming responsibility for the government's budget coordination. The aim is to enable the government to develop a real and sustainable budget.

DDR Disarmament, Demobilisation and Reintegration

www.undpanbp.org

Tokyo, p 58

Disarmament, Demobilisation and Reintegration (DDR) is a programme in which members of the Afghan Military Forces (AMF) surrender their weapons and reintegrate into civilian life. The government announced its intention to pursue a national voluntary DDR process at the Tokyo Conference on the Consolidation of Peace in Afghanistan on 22 February 2003, as part of its Security Sector Reform

- SSR, p 55 (SSR) strategy. Mandatory disarmament of illegal militias will begin in the latter
DIAG, p 31 half of 2005 through the Disarmament of Illegal Armed Groups (DIAG) initiative.
- ANBP, p 13 DDR is being implemented through the Afghanistan New Beginnings Programme
UNAMA, p 59 (ANBP), which is managed by UNDP. A DDR Forum Group has been formed, comprising the Afghan government, Japan (as the lead nation in DDR), ANBP and UNAMA. The ANBP's original mandate was to demobilise 100,000 soldiers over three years, though this number has been revised as fieldwork has revealed more precise numbers on AMF soldiers.
- The Ministry of Defence (MoD) oversees the DDR process, with overall support from ANBP/UNDP and UNAMA. Major financial support comes from Japan, with the UK, Canada, US and the Netherlands also providing additional funds. The ANBP has eight regional offices, in Kabul/Parwan, Gardez, Kunduz, Mazar-i-Sharif, Kandahar, Bamyan, Jalalabad and Herat.
- During the pilot phase of ANBP, which started in October 2003, over 6,000 soldiers were disarmed in five locations – Kabul, Kunduz, Mazar-i-Sharif, Gardez and Kandahar. The Main Phase I of ANBP began on 17 May 2004.
- Regional Verification Committees (RVCs) and Mobile Disarmament Units (MDUs) were set up to carry out DDR activities, overseen by the International Observer Group (IOG). The MoD provided regional commanders with lists of soldiers to be disarmed, which were then double-checked by the RVCs. At the time of disarmament, soldiers who handed in their weapons were given a medal and a certificate, and were offered a range of reintegration packages such as vocational training, agricultural training and small business opportunities.
- Main Phase I ended on 8 September 2004, and ANBP entered Main Phase II. At this time, prior to the presidential elections, there was a surge in DDR activities designed to address concerns that the slow progress of DDR would have an adverse effect on the election process. Main Phase III ran from 25 October 2004 until the end of Afghanistan's calendar year on 20 March 2005. The fourth and final Main Phase ended on 30 June 2005. By June 2005 ANBP had completed the Disarmament and Demobilisation segments of the DDR process, disarming over 60,000 former AMF soldiers. Reintegration activities will continue until June 2006.

DIAG Disarmament of Illegal Armed Groups

- DDR, p 30 As the Disarmament and Demobilisation components of Afghanistan's DDR efforts neared completion, planning began on the Disarmament of Illegal Armed Groups (DIAG) initiative. Unlike DDR, which focuses on a recognised, structured military force, the Disarmament of Illegal Armed Groups (DIAG) is a programme that is designed to disarm and demobilise those armed militias operating outside

Bonn, p 21 the former Afghanistan Military Forces (AMF). This is in accord with the Bonn Agreement, which requires that all “mujahedin, Afghan armed forces and armed groups...come under the control of the Interim Authority”.

Also unlike DDR which was voluntary, DIAG will be a mandatory process, supported by Presidential Decree and national legislation on arms control. Because DIAG deals with illegal groups, it does not contain the same reintegration packages as DDR. As of June 2005 there were tentative plans to offer community-based incentives rather than individual benefits, though the decision had not yet been established or approved. There is a DIAG Forum Group under the auspices of the Disarmament and Reintegration Commission that meets regularly to plan the programme.

DAD Donor Assistance Database

www.af/dad/index.html

DBER, p 30 With the financial assistance of Italy, the US, the Netherlands and the support of UNDP, the Development Budget and External Relations (DBER) Unit established the Donor Assistance Database (DAD) in June 2002. The DAD aims to provide up-to-date information on all projects that fall within the National Development Budget (NDB) as well as some extra-budgetary projects. The database stores detailed information about the location of projects, who is financing them and which organisations are involved in their implementation. Project managers can submit documents and other information via the DAD’s website, and this information is then made available in both English and Dari.

NDB, p 43

The DAD was originally designed to track the flow of aid and record the progress of development and humanitarian projects around the country. Though it still serves this purpose, as the government of Afghanistan works to develop a more robust National Budget the DAD is also used as budget formulation database. The NDB is now largely based on the DAD.

ELJ Emergency Loya Jirga

Bonn, p 21 From 11–19 June 2002, as required by the Bonn Agreement, an Emergency Loya Jirga (ELJ) was held to “decide on the transitional authority, including a broad-based transitional administration to lead Afghanistan until such time as a fully representative government can be elected through free and fair elections to be held no later than two years from the date of the convening of the Emergency Loya Jirga”. The ELJ largely succeeded in its task by electing and swearing in Hamid Karzai (former Chairman of the Afghanistan Interim Authority) as President and by approving his cabinet proposals, to form the Afghanistan Transitional Authority (ATA).

ATA, p 17

CLJ, p 25

A Special Independent Commission (the “Loya Jirga Commission”) determined the rules and procedures for the ELJ, which was initially to have seats for 1,501 delegates, of which 160 were guaranteed for women. In fact 1,650 delegates participated, including more than 200 women. Concerns about the proceedings and results of the ELJ included: the criteria for the selection of delegates; the role of warlords in the new administration; failure to hold a proper vote to choose the structure of government and the cabinet members; intimidation of delegates; and a perceived lack of transparency throughout the process. The conduct of participants at the Constitutional Loya Jirga (CLJ), held in late 2003, was generally thought to have been an improvement on that at the ELJ, with fewer reports of intimidation and harassment.

HRRAC Human Rights Research and Advocacy Consortium

www.afghanadvocacy.org

The Human Rights Research and Advocacy Consortium (HRRAC) began in early 2003 as a way of bringing together national and international organisations promoting the development and implementation of government policies and community practices to uphold international human rights standards in Afghanistan. HRRAC focuses its work in three key areas: social rights, political rights and economic rights. The Consortium is comprised of six Afghan organisations, seven international organisations and two advisory members.

HRRAC is a research-based advocacy organisation which undertakes advocacy initiatives based on the findings of its studies of Afghan individuals and communities. HRRAC’s aim is to provide a voice for the Afghan population in human rights debates. HRRAC’s work has focused primarily on security concerns and women’s issues, with an emphasis on rights and participation in relation to elections. Future research is expected to deal with educational issues and issues of urban governance. Advocacy and outreach based on the findings of its research includes reports to government and community leaders, radio programmes and theatre performances.

Representatives from the fifteen member organisations make up the Board of Directors, which meets every four to six weeks to set HRRAC’s strategic direction. Advisory members do not have voting status. The Board of Directors advises the Secretariat, which is comprised of the few people who make up HRRAC’s permanent staff. HRRAC offices are housed within the offices of its members, most currently at the Cooperation for Peace and Unity (CPAU). HRRAC’s core funding comes from Oxfam Netherlands and annual membership fees.

IARCSC Independent Administrative Reform and Civil Service Commission

Bonn, p 21 In May 2002, an independent Civil Service Commission was established as required by the Bonn Agreement. Its responsibilities were subsequently amended and extended by two Presidential decrees in June 2003, and the Commission was renamed the Independent Administrative Reform and Civil Service Commission (IARCSC). The decrees made the IARCSC a permanent institution and gave it the responsibility of civil service management and administrative reform.

The IARCSC has four main branches: a Civil Service Directorate (which includes a Training and Capacity Building Unit), a Secretariat, an Independent Appointment Board and an Independent Appeals Board. The work of the IARCSC is overseen by a Ministerial Advisory Committee (MAC) that meets several times a year to review progress and address problems. The MAC includes five permanent members (the Ministers of Foreign Affairs, Interior, Finance, Justice and Labour and Social Affairs) and three other members who rotate on an annual basis.

PAR, p 54 The Civil Service Directorate is responsible for all general civil service and administrative issues. Work of 2004 and 2005 has included the development of a new pay and grading mechanism, the creation of a new pension plan and the drafting of a new Civil Service Law. As of June 2005, the Civil Service Law was at the Cabinet for review and passage. The Civil Service Directorate is also responsible for developing the strategy and procedures for IARCSC projects. It oversees the implementation of Retrain, Reskill and Redeploy (RRR), a project that provides training and job placement for civil servants who lost their previous positions as a result of restructuring and reform. The Directorate also oversees the implementation of the Public Administrative Reform (PAR) project and its subproject, the Priority Reform and Restructuring (PRR) project.

ASP, p 15 The Training and Capacity Building Unit of the IARCSC has conducted training in leadership, management and general office skills to over 5,000 civil servants. It collaborates with other programs, such as the Afghanistan Stabilisation Programme (ASP), to provide additional training courses around the country. In June 2005 the Unit began construction on a new Civil Service Institute that will serve as a permanent training facility for government employees. The Institute is expected to be complete by the beginning of 2007, though training curricula and courses will continue to be developed in the interim.

IARCSC's Secretariat is responsible for coordinating activities within the IARCSC and with other organisations involved in civil service capacity-building and reform. The Secretariat liaises with the MAC and other donors and works to extend IARCSC's efforts to the provinces. Accordingly, the Secretariat has a Coordination Unit, a Monitoring and Evaluation Unit, and a Provincial Unit that oversees

IARCSC's six regional offices in Gardez, Herat, Jalalabad, Kandahar, Kunduz and Mazar-i-Sharif.

The Independent Appointment Board was established to appoint all new civil service posts of grade two or above and supervise appointments for positions grade three and below. The Independent Appeals Board is the forum through which civil servants can lodge complaints, including those about the handling and decisions of the Appointment Board. Both bodies, though under the auspices of the IARCSC, are independent and function autonomously.

ANDS, p 12

In May 2005, the IARCSC began an extensive two-month assessment to evaluate its progress and review future priorities in anticipation of the needs of the new Parliament (to be elected in September 2005) and the new Afghanistan National Development Strategy (ANDS) (to be completed by January 2006). The final review and recommendations are expected by the end of summer 2005. The ADB, WB, EC, USAID, DFID and KOICA have been providing financial and technical support to the IARCSC.

IEC Independent Elections Commission

See Joint Electoral Management Body (JEMB), page 37.

ISAF International Security Assistance Force

www.afnorth.nato.int/ISAF

Bonn, p 21

The International Security Assistance Force (ISAF) was first established by UN Security Council Resolution 1386 on 20 December 2001 as envisaged in Annex I of the Bonn Agreement and upon the invitation of the Afghan Interim Administration. ISAF is a UN-authorized multinational force similar to that used in Kosovo, not a UN peacekeeping force, which would be managed by the UN Department of Peacekeeping Operations (DPKO). The costs of maintaining ISAF are borne by its contributing nations rather than each UN member.

In August 2003, the North Atlantic Treaty Organization (NATO) took over leadership of ISAF in its first ever out-of-area mission. Leadership had previously rotated every six months between participating nations; the first three ISAF missions were led by volunteer nations the UK, Turkey, Germany and the Netherlands. Each subsequent rotation is referred to by a new roman numeral. ISAF VII, led by NATO Rapid Deployment Corps-Turkey, commanded ISAF in early 2005, and NATO Rapid Deployment Corps-Italy took charge in August 2005 for ISAF VIII. The UK is scheduled to command ISAF IX in February 2006. As of mid 2005, 38 countries (26 of which are NATO members) were contributing a total of around 8,300 troops to ISAF: Afghanistan, Albania, Austria, Azerbaijan, Belgium, Bulgaria, Canada, Croatia, Czech Republic, Denmark, Estonia, Finland, France,

Georgia, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Lithuania, Luxembourg, Macedonia, the Netherlands, New Zealand, Norway, Poland, Portugal, Romania, Slovenia, Slovakia, Spain, Sweden, Switzerland, Turkey, the UK and the US.

UNAMA, p 59 The North Atlantic Council, NATO's decision-making body, provides political guidance to ISAF in consultation with those non-NATO nations contributing troops to the force. Operational-level management of ISAF is provided by Joint Force Command Brunssum, which falls under NATO's main military headquarters, SHAPE (Supreme Headquarters Allied Powers in Europe). NATO has declared Afghanistan as its priority, and has established a Senior Civilian Representative's (SCR) Office in Kabul. The office of the NATO SCR includes political and military advisers, and it facilitates NATO/ISAF's political and diplomatic relations with the Afghan government and representatives of the international community in Afghanistan. NATO commanders coordinate several times a year for discussion and planning between NATO member states, UNAMA, the Afghan government and other national and international actors working in Afghanistan.

PRT, p 53 ISAF headquarters are in Kabul, where it operates the Kabul Multinational Brigade (KMNB) to undertake ISAF's day-to-day security operations, including patrolling Kabul's sixteen police districts. At the end of 2003, ISAF began taking over command of the Coalition Provincial Reconstruction Teams (PRTs) in the north of the country to help provide security at the provincial level. In June 2005 ISAF expanded its control of PRTs in the northern region to include those PRTs operating in the west. To oversee PRT activities, ISAF has established Regional Area Coordinators in Mazar-i-Sharif and Herat.

SSR, p 55 ISAF is supporting the government's Security Sector Reform (SSR) process
ANA, p 5 through its assistance with the training of the Afghan National Army (ANA) and
ANP, p 6 Afghan National Police (ANP). At least a third of ISAF's regular patrols, of which
there are 20-50 per day, are conducted with the Afghan police. In supporting the
DDR, p 30 Disarmament, Demobilisation and Reintegration (DDR) process, ISAF has been
facilitating the removal of heavy weapons from Kabul City.

One of the final milestones in the Bonn Process is the election of the National Assembly. The elections are scheduled for mid September 2005, and although it is now responsible for almost twice the area it was during the Presidential Election, ISAF is prepared to deploy additional forces (up to 2,000 extra troops) for the maintenance of security in the region during elections.

Coalition, p 24 ISAF and its operations are distinct from the Coalition Forces which overthrew the
Taliban and continues to pursue remnants of the Taliban and al-Qaeda as part of
OEF, p 51 its OEF mission. However, longer-term plans include the expansion of NATO and
the unification of both military forces under one central command.

JEMB Joint Electoral Management Body

www.jemb.org

UNAMA, p 59

In July 2003 the Joint Electoral Management Body (JEMB) was established by Presidential Decree to conduct voter registration in preparation for national elections. It included the six-member Interim Afghan Electoral Commission (IAEC) team (appointed by President Karzai) that was formed at the same time and an additional five international advisers (appointed by UNAMA). In February 2004, two non-voting members were added to the JEMB – the Director of the Electoral Secretariat and the UNAMA Electoral Advisor – and the mandate of the JEMB was widened to include “overall responsibility for the preparation, organisation, conduct and oversight of the elections”.

Articles 156 and 159 of the 2004 Constitution called for the creation of a permanent Independent Election Commission (IEC) that would take over the functions of the JEMB after the transitional period – that is, after the first post-Taliban national elections had been completed. The IEC was convened in January 2005, with nine members appointed by President Karzai for a three-year period. Although the JEMB executed presidential elections in October 2004, it remains operative and continues to work towards the parliamentary elections scheduled for September 2005. The JEMB now consists of the IEC along with four international experts appointed by UNAMA. It has eight regional offices and an office in every province around the country.

The JEMB Secretariat (JEMBS) continues to act as the executive arm of the JEMB for the *Wolesi Jirga* and the Provincial Council elections due in September 2005. The JEMBS has nine departments administered by a Management Office:

- External Relations
- Legal Services
- JEMB Support
- Public Outreach
- Support
- Program Management
- Communications and IT
- Security, Training and Capacity-Building
- Field Operations

The JEMB is responsible for writing and implementing rules, regulations and procedures that govern specific election activities. It is not, however, a legislative body, and while it can submit drafts of legal documents and provide expert advice to the government, it is ultimately the President and the Cabinet which make the final decisions on legal issues. For more information on the electoral process, see National Elections, page 77.

JSR Justice Sector Reform

SSR, p 55 Justice Sector Reform (JSR), one of the five pillars of the government of Afghanistan's Security Sector Reform (SSR) strategy, has involved a wide range of projects undertaken by an equally wide range of actors. Though coordination between these actors can be difficult and relationships politicised, a new multi-year needs assessment (completed in June 2005) will facilitate policy and financial coordination in the sector.

JSR efforts combine both top-down institutional development and bottom-up public access initiatives including:

- Construction and reconstruction of infrastructure for justice institutions;
- Capacity-building and training of justice sector employees;
- Revision of justice curricula at the university level;
- Drafting of legislation;
- Public awareness campaigns;
- Improvement of traditional justice mechanisms (primarily local *jirgas* and *shuras*); and
- Coordination with other government priorities (such as counter narcotics, anti-corruption and property rights)

UNAMA, p 59 Bonn, p 21 Italy is the lead nation for JSR, and donor countries also include the US, Canada, Germany and the UK. Within the government of Afghanistan, the Ministry of Justice (MoJ), the Supreme Court and the Attorney-General's Office are the permanent institutions both engaged with and subject to JSR initiatives. A number of UN organisations also contribute to JSR work, including UNAMA, UNDP, UNODC, UNICEF and UNIFEM. Numerous coordinating mechanisms have been designed to oversee and coordinate the activities of these many actors. The first of these, the Judicial Commission, was established in May 2002 in accordance with the Bonn Agreement, but it was disbanded after four months because of a lack of progress and concerns about its ethnic composition. A nine-member Judicial Reform Commission (JRC) was subsequently established by a presidential decree in November 2002. The JRC was originally mandated as a transitional institution and was expected to dissolve by the end of 2004. By June 2005 the JRC still existed, though it had shifted its focus from general coordination to a focus on legal training and education, legal advising and digitisation of land records.

CG, p 26
NDF, p 44 As of June 2005, primary coordination for JSR efforts took place through the Consultative Group (CG) established as part of the National Development Framework (NDF). The CG meets monthly to review financial and technical issues related to justice sector reform. It is chaired by the Minister of Justice, with technical support from Italy, and includes representatives from the Supreme Court, the Attorney-General's Office and international partners. Another group, the Justice SSR group, established in early 2005, meets regularly to discuss the

political issues involved in JSR and to promote greater integration of the five pillars of SSR.

Achievements in JSR have included: the passage of several key JSR laws (a criminal procedure code, a juvenile code, a penitentiary law and a law on the organisation of the courts); the drafting of nearly a hundred other laws; the training of approximately 1,000 justice staff (judges, judicial police, prosecutors and defence lawyers); and the redrafting of academic curricula on law and justice. Construction of a number of courthouses, attorneys' offices, prisons and other justice sector institutions has also been undertaken. In January 2005, President Karzai appointed nine Justices to the Interim Supreme Court.

JSR plans include the physical rehabilitation of the justice sector in major population centres, and continued outward expansion of the work taking place at the national level. The Provincial Justice Initiative project attempts to do this by deploying Afghan trainers to provinces around the country. Additional plans include: the training of a total of 10,000 justice staff over the next three to four years; continued infrastructure development; the creation of a National Legal Training Centre; the establishment of mobile courts; and the development of an adequate body of legislation.

Goals for the informal sector remain mixed, though Italy has begun a "sensitivity campaign" to inform people about international human rights and to promote the adoption of these values in local dispute settlement mechanisms. Training programmes for heads of *jirgas* or *shuras* are underway, emphasising human rights practices as well as the use of informal mechanisms for civil (not criminal) cases. A new programme known as Access to Justice in Districts, financed by the Italian government and the European Commission and implemented by UNDP, is due to begin in mid 2005. This programme is intended to reach 60 districts within its first year of operation.

Though progress can be slow because the scope of JSR work is immense, sensitive and often highly controversial, efforts have been strengthened since the beginning of 2005 by the development of the new multi-year needs assessment.

LOTFA Law and Order Trust Fund for Afghanistan

The Law and Order Trust Fund for Afghanistan (LOTFA), managed by UNDP, was set up in May 2002 as a funding mechanism for police reform. LOTFA funds are intended to be used for: police remuneration; acquisition, maintenance and operation of non-lethal equipment; rehabilitation of police facilities; and capacity-building and institutional development. LOTFA's first priority is police remuneration, and 91% of all LOTFA funds in the year 1383 of Afghanistan's solar calendar (21 March 2004 - 20 March 2005) went towards salaries.

To date LOTFA has operated in three phases: Phase I ran from 1 November 2002 to 31 March 2004; Phase II was the following year; and Phase III will run from April 2005 to March 2006. During Phase II LOTFA's forecast budget was US\$148 million, of which only 40% was received from donors. Phase III has a forecast budget of US\$156 million, only part of which has been pledged and donated so far.

LOTFA is coordinated by an Oversight Committee including representatives from relevant ministries and donors. A monitoring committee provides financial oversight on the use of LOTFA funds. The Ministry of Finance (MoF) and the UN Office for Project Services (UNOPS) are implementing partners: MoF deals with the disbursement of salaries and other recurrent policing costs, while UNOPS is involved with other activities including rehabilitation of police facilities and security for voter registration.

MISFA Microfinance Investment and Support Facility in Afghanistan

www.misfa.org

The Microfinance Investment Support Facility in Afghanistan (MISFA) provides funds for microfinance institutions that make small loans and other banking services available to the poor and vulnerable. In other countries, microfinance initiatives have proved extremely successful as a means of supporting and encouraging income-generation activities among the very poor who would not otherwise have access to credit facilities and economic opportunities.

CG, p 26 MISFA, which started work in June 2003, was designed by the Consultative Group to Assist the Poor (CGAP) (a group of donors involved in microfinance) and the World Bank. The programme is run in cooperation with the Ministry of Rural Rehabilitation and Development along with facilitating partners including BRAC, FINCA, CHF, CARE, AKDN, Women for Women, WOCCU, Mercy Corps, DACAAR, MADERA, ACTED, and Parwaz. MISFA aims to become an independent institution in 2005.

MISFA's implementing partners provide small loans from US\$50–3,000 which are repaid over a three- to eighteen-month period. The programme has a focus on the particularly vulnerable, and many of the loans disbursed so far have gone to women. Initial results show a very high success rate for repayments, at over 99%, and the programme hopes to expand significantly in 2005–06. MISFA loans are used to fund a variety of income-generation activities such as small shops and other small businesses, carpet-making, embroidery and carpentry. The micro-finance sector will have provided credit to nearly 500,000 families by the end of

the 2005–06 financial year. Currently there are over 120,000 families benefiting from the microfinance institutions funded by MISFA.

AL, p 19

The total projected budget for the 2005–06 financial year is nearly US\$70 million, including a special window of funding for expansion into provinces identified for Alternative Livelihood programmes. Donors supporting MISFA include the World Bank, CGAP, CIDA, USAID, SIDA and DFID.

MDG Millennium Development Goals

www.un.org/millenniumgoals

ANDS, p 12

In 2004 the Transitional Islamic State of Afghanistan (TISA) declared its intention to achieve the eight Millennium Development Goals (MDGs) established by global consensus among 189 countries in the 2000 Millennium Declaration issued at the United Nations Headquarters in New York. MDGs are intended to act as a framework to guide the development of national policies and reconstruction priorities around the world. Initial benchmarks were set for 2015 and 2020. The government of Afghanistan is incorporating the MDGs into their new Afghanistan National Development Strategy (ANDS).

The eight MDGs are:

- Eradicate extreme poverty and hunger;
- Achieve universal primary education;
- Promote gender equality and empower women;
- Reduce child mortality;
- Improve maternal health;
- Combat HIV/AIDS, malaria and other diseases;
- Ensure environmental sustainability; and
- Develop a global partnership for development.

To this list, the Afghan government has added a ninth focus for its own development initiatives: de-mining. In June 2005, the Afghan government held a conference in Kabul to discuss how to meet MDG benchmarks, determine MDG progress and prepare for the September Millennium + 5 Summit at UN Headquarters in New York.

MAPA Mine Action Programme for Afghanistan

www.af/cg/mineaction

The Mine Action Programme for Afghanistan (MAPA) was established in 1989 by the UN Office for the Coordination of Humanitarian and Economic Assistance Programmes (UNOCA) to make Afghanistan safe from the threat of mines and

unexploded ordinance (UXO). Currently, all work on mine action in Afghanistan is coordinated through the United Nations Mine Action Centre for Afghanistan (UNMACA), though a planning process is underway to transfer all of UNMACA's functions to the Afghan government in the near future.

UNMACA's headquarters are in Kabul and it has seven field offices, or Area Mine Action Centres (AMACs), around the country. The MAPA has nineteen implementing partners (mostly national and international NGOs) including a total of 8,700 personnel.

UNMACA works with the government and other stakeholders to provide overall direction for mine action in Afghanistan. This includes landmine and UXO clearance, and mine risk education coordination in partnership with UNICEF. The AMACs are responsible for regional coordination and oversight of mine action activities. National and international NGOs implement the majority of the activities associated with mine action, while government ministries such as the Ministry of Education are increasingly involved in mine risk education.

NDB, p 43 For 2004–05, the MAPA's funding within the National Development Budget (NDB) is approximately US\$77 million. The Ministry of Foreign Affairs, which chairs the Mine Action Consultative Group, is the lead ministry for this budget.

NABDP National Area Based Development Programme

www.undp.org.af/about_us/overview_undp_afg/psl/prj_nabdp.htm

The National Area Based Development Programme (NABDP), led by the Ministry of Rural Rehabilitation and Development (MRRD), aims “to promote urgent recovery and longer-term development in priority areas while building the government's capacity to lead and coordinate participatory approaches to development in all provinces”. There are three main strands to the programme: immediate recovery; capacity development; and regional economic development.

The NABDP was originally intended to be implemented in ten areas of Afghanistan, selected on the basis of high levels of returning refugees and internally displaced persons (IDPs), and having suffered from destruction during conflict or natural disasters. The areas chosen were: the Shomali Plains; Dari-Suf, Yakawlang and Central Bamyan; Khawajaghar, Hazarbagh; Takhar, Badakhshan; Mazar-i-Sharif region; Herat, Ghor; Kandahar; Paktia, Paktika; Eastern Nangarhar; and Nahreen. The programme has since expanded and NABDP sub-projects have been implemented in all provinces.

Phase I of the programme ran from September 2002 to December 2004. Phase II began in January 2005 and will continue until December 2007. In Phase II, the

NABDP will shift its focus from immediate recovery assistance to a more strategic and development-focused approach.

General goals of the NABDP include:

- Assisting the MRRD and the government of Afghanistan to develop and implement comprehensive national and regional development strategies to enhance rural livelihoods and poverty alleviation;
- Enhancing organisational and management capacities of MRRD as well as local entities to effectively implement national and regional development strategies; and
- Continuing to assist the MRRD and the government of Afghanistan to respond to the urgent needs of rural communities and undertake targeted development projects in support of its national and regional strategies.

Implementing partners for the NABDP include United Nations Office of Project Services (UNOPS), Food and Agricultural Organization of the United Nations (FAO), UN Habitat, NGOs and private contractors, while some of the NABDP is implemented directly by UNDP with partner support. Other NABDP activities, particularly capacity development and macroeconomic projects, are executed by MRRD with technical assistance from UNDP.

NDB, p 43 The NABDP is one of the government's National Development Programmes (NDP) and is included in the National Development Budget (NDB). The budget for 2005–06 is estimated at US\$62 million.

NDB National Development Budget

www.af/mof/budget/index.html

NDF, p 44 The National Development Budget (NDB) is the mechanism through which the details of national development and reconstruction policy are determined and the National Development Framework (NDF) is operationalised. The NDB aims to implement the NDF through concrete programmes by funding projects recommended and designed by the Consultative Groups (CGs) for each of the sixteen National Development Programmes (NDPs) identified in the NDF.

CG, p 26

In order to implement the goals of the NDPs, Public Investment Programmes (PIPs) are prepared each year for each of the sixteen NDPs. PIPs can also be proposed by the six Advisory Groups (AGs) established to promote the goals of the six cross-cutting issues identified in the NDF. The interim NDB for 2005–06 includes nineteen PIPs.

The NDB does not comprise the entire National Budget, but in 2005–06 it does account for nearly 85.7% of total expenditure. The rest of the National Budget is

spent through the Operating Budget, which primarily funds salaries, administrative operations and maintenance.

ARTF, p 14

The National Budget is structured along two lines for both financing and expenditure. Money to support the National Budget comes from two sources: the Core Budget and the External Budget. The Core Budget is all funds that are channelled through the Treasury or similar mechanisms, and those funds over which the government has control. The External Budget is all funds that are distributed directly by donors to their contracting partners, and includes funds channelled through the Afghanistan Reconstruction Trust Fund (ARTF) and loans from the World Bank and the Asian Development Bank. Money from both Core and External Budget sources is used to fund both the NDB and the Operating Budget.

NDF National Development Framework

The National Development Framework (NDF) was drawn up by the government as a road map for the development and reconstruction process in Afghanistan. It details sixteen national sectors under three broad pillars, and identifies six cross-cutting issues. The first draft of the NDF was made available to the public in April 2002, and although some slight adjustments have been made to it, the NDF remains the primary basis for government and donor planning. The Ministry of Finance is responsible for overseeing the implementation of the NDF.

CG, p 26

Each of the sixteen sectors identified in the NDF are considered National Development Programmes (NDPs) and are overseen by a corresponding Consultative Group (CG). These sixteen CGs operate as a forum within which the details of reconstruction and development projects in each sector can be designed and discussed. Each CG then implements its sector's plans by proposing a Public Investment Programme (PIP) for the National Development Budget (NDB). Advisory Groups exist for each of the six cross-cutting issues.

NDB, p 43

The following table illustrates the structure of the NDF:

Pillar 1 Human Capital and Social Protection	Pillar 2 Physical Infrastructure	Pillar 3 Enabling Environment for Development	Cross-Cutting Issues
1.1 Refugees and IDPs 1.2 Education and Vocational Training 1.3 Health and Nutrition 1.4 Livelihoods and Social Protection 1.5 Culture, Media and Sport	2.1 Transport 2.2 Energy, Mining and Telecoms 2.3 Natural Resource Management 2.4 Urban Management	3.1 Trade and Investment 3.2 Public Administration and Economic Management 3.3 Justice 3.4 National Police, Law Enforcement and Stabilisation 3.5 Afghan National Army 3.6 Mine Action 3.7 Disarmament, Demobilisation and Reintegration	1 Gender 2 Environment 3 Humanitarian Affairs 4 Human Rights 5 Monitoring and Evaluation 6 Counter Narcotics

NPP, p 46 The original NDF identified six National Priority Programmes (NPPs) that were to take precedence over other activities, and in April 2004 President Karzai announced the creation of six additional priority programmes. These programmes were known collectively as the NPPs and were meant to be major policy priorities for the government. However, most NPPs have since been incorporated into the NDP with which they were most closely linked.

For the full text of the NDF, see page 131.

NDP National Development Programme

See National Development Framework (NDF), page 44.

NHDR National Human Development Report

www.undp.org/af/nhdr_04/NHDR04.htm

The government and UNDP began work on Afghanistan's first ever National Human Development Report (NHDR) in April 2003, and it was released in February 2005. NHDRs are based on the human development concept, which emphasises the diversity of human needs such as income, access to knowledge, better nutrition and health, security, political and cultural freedom and

participation in the community. A major theme of the Afghanistan NHDR is the relationship between security and development.

Drafting the NHDR was a five-stage process beginning with capacity-building, information campaigns, and the formation of a National Advisory Panel and an International Expert Committee. Following this, seven sectoral background papers and eighteen brief thematic papers were commissioned from national researchers. These findings were compiled and then circulated for two rounds of peer review. The final stage involved preparation of the report for dissemination and media coverage.

NHDRs are undertaken by developing countries with the support of UNDP as a mechanism for monitoring human development indicators. Since 1992, more than 450 national and subnational human development reports have been produced by 135 countries, in addition to 21 regional reports.

The report is divided into eight chapters – beginning with the theoretical framework, followed by analysis of the security situation, the causes of insecurity and the role of the government and aid organisations, and ending with the conclusions and recommendations.

Detailed proposals for addressing six areas of human security – economic, health, environmental, personal, community and political – are provided in a table at the end of the report.

The NHDR makes seven general recommendations encouraging all development projects to have as their goals:

- Security and safety;
- A strong, efficient, fair and accountable state;
- Inclusive and empowering institutions and policies;
- Genuine participation for all Afghans;
- Balanced development;
- Local ownership, with a supportive international community; and
- Peaceful and cooperative regional agendas.

The Afghanistan NHDR is expected to become a biannual report. Financial support for the first NHDR came from the UNDP, the Canadian International Development Agency (CIDA) and the World Bank.

NPP National Priority Programmes

In an attempt to organise and prioritise the reconstruction effort in Afghanistan, Afghan leaders created twelve different programmes known collectively as the National Priority Programmes (NPPs), to coordinate work taking place in related sectors. The first six NPPs were announced in April 2002 at the same time as the National Development Framework (NDF), and they reflect the 2002 priorities of the Afghanistan Transitional Authority (ATA). At the Afghanistan Development

NDF, p 44
ATA, p 17

ADF, p 10 Forum (ADF) in April 2004, President Karzai announced the establishment of six additional priority programmes.

All twelve of the NPPs were designed to spread across the three pillars of the NDF, but not to replace or undermine its structure. NPPs were meant to fit with the sixteen National Development Programmes (NDPs), and the Public Investment Programmes (PIPs), Consultative Groups (CGs) and Advisory Groups (AGs) of the NDF.

In addition to national education and health strategies, the six original national priority programmes were:

- National Emergency Employment Programme (NEEP);
- NSP, p 48 • National Solidarity Programme (NSP);
- National Transport Sector Programme (NTSP);
- National Irrigation and Power Programme (NIPP);
- ASP, p 15 • Afghanistan Stabilisation Programme (ASP); and
- Feasibility Studies Programme (FSP).

The six additional NPPs announced in April 2004 were:

- National Skills Development and Labour Market Programme (NSD & LMP);
- National Vulnerability Programme (NVP);
- National Agriculture Programme (NAP);
- National Justice and the Rule of Law Programme;
- National Urban Programme (NUP); and
- National Private Sector Programme (NPSP).

Though some of the NPPs are still functioning as autonomous programmes – namely the National Solidarity Programme (NSP) and the Afghanistan Stabilisation Programme (ASP) – the majority of NPPs have been absorbed into the relevant ministries and National Development Programmes. After the initial planning period of mid 2004 during which Joint Planning Teams were convened for each NPP, the NDF three-pillar, sixteen-sector structure was adopted as the de facto method through which projects and funding were organised. Though the NPPs still exist in theory, none but the exceptions noted here operate independently of the NDPs to which they correspond.

NRVA National Risk and Vulnerability Assessment

www.mrrd.gov.af/vau

The National Risk and Vulnerability Assessment (NRVA), first carried out in 2003 and repeated in 2005, is one of the primary instruments through which the NSS, p 49 National Surveillance System (NSS) gathers information about the vulnerability of

MDG, p 41

the Afghan population. It is intended to be conducted annually, allowing the government to receive regular updates on those indicators central to programming and planning, as well as to many of the Millennium Development Goal (MDG) indicators. With an expanded methodology, NRVA 2005 and subsequent rounds will be responsive to the indicator needs of government programmes across agriculture, food security, rural infrastructure development, education and health. Furthermore, with its large sample size of 34,000 rural and urban households, it will be able to provide representative statistics for all provinces, *kuchis* (nomads) and ten of the largest urban centres.

Data results and reports from all NRVA activities are available on the Ministry of Rural Rehabilitation and Development (MRRD) website. Spatial information gathered from NRVA surveys (spatial analytic products and maps) will also be available online using software developed by the WFP known as the Spatial Information Environment (SIE).

New developments, results and publications are distributed through a yahoo group email list; to join, email: vau_mrrd-subscribe@yahoogroups.com.

NSP National Solidarity Programme

NDF, p 44
NPP, p 46

The National Solidarity Programme (NSP) – *Hambastige Millie* in Dari and *Millie Paiwastoon* in Pashtu – was defined in the National Development Framework (NDF) and remains one of the government's National Priority Programmes (NPPs). The NSP has two primary objectives:

- To establish a framework for village-level consultative decision-making and representative local leadership as a basis for interaction within and between communities on the one hand, and with the administration and aid agencies on the other; and
- To promote local-level reconstruction, development and capacity-building which will lead to a decrease in poverty levels.

To do this, NSP consists of four core elements:

- Facilitating the creation of Community Development Councils (CDCs) – representative decision-making bodies elected by secret ballot that determine development priorities and propose reconstruction projects;
- Building capacity for CDC members;
- Providing direct block grant transfers to CDCs to implement local-level projects; and
- Establishing links between local institutions and government administration and aid agencies.

The goal of the NSP is to reach every village in the country (of which there are approximately 20,000) by 2007 and to strengthen local-level participation in, and

control over, the development process. A strong emphasis is placed on the inclusion of vulnerable populations, such as women, internally displaced people and ethnic minorities. In its first year the NSP reached over 5,300 villages in over 100 districts in 32 provinces. By May 2005, the NSP had projects in approximately 8,100 communities in over 150 districts covering all provinces. These development projects are initially identified in Community Development Plans (CDPs) designed by CDCs in collaboration with facilitating partners (UN Habitat and other NGOs supporting the implementation of the NSP). CDPs are then funded by a combination of local resources and NSP block grants of around US\$20,000. Technical assistance for NSP activities at the local level is provided by the facilitating partners.

At the national level, the Community-Led Development Department of the Ministry of Rural Rehabilitation and Development (MRRD) is responsible for overall management and supervision of the NSP. Consultants support the MRRD in this work, and an NSP Steering Committee and Inter-Ministerial Task Force act in an advisory capacity on programme policy, implementation and coordination. Primary funding for the NSP comes from the International Development Association (IDA) of the World Bank. Other donors have included Denmark, the UK and Canada.

NSS National Surveillance System

www.mrrd.gov.af/vau

The National Poverty, Vulnerability and Food Security Surveillance System, or the National Surveillance System (NSS), was designed to bring data collection on food security and vulnerability under one umbrella. Activities began in September 2003 after an initial funding proposal was developed at a multi-stakeholder workshop in May 2002 and then approved by the European Commission.

The NSS's objectives are:

- To generate information that contributes to improved policy development and programming; and
- To ensure relevant government institutions have the capacity to implement NSS activities in the future.

The NSS includes four major components:

- Baseline monitoring through the annual National Risk and Vulnerability Assessment (NRVA) survey;
- Emergency needs assessments;
- An early warning and information system; and
- Research and specific studies.

NRVA, p 47

Phase I of the project (September 2003 – February 2005) was led by the Ministry of Rural Rehabilitation and Development (MRRD) in close collaboration with the

World Food Programme (WFP), the Ministry of Health (MoH), UNICEF and the Ministry of Agriculture, Animal Husbandry and Food (MAAHF). The Vulnerability Analysis Unit (VAU) within MRRD was established to implement NSS initiatives. For Phase II (March 2005 – August 2008), an additional unit within Central Statistics Office (CSO) has been formed to take over data collection for the NRVA.

CSO, p 21

The NSS aims to build capacity within the CSO to design, implement, analyse and publish regular household surveys updating figures on poverty, food security and vulnerability, and other indicators that are essential for government planning. The VAU works to provide specialist data and analytical and policy products for MRRD's programmes, and aims to ensure that future surveys conducted by the CSO include the appropriate indicators to meet the needs of MRRDs programmes.

NGO Code of Conduct and Legislation

Since 2002 there have been two initiatives underway to clarify what is, and what is not, a not-for-profit non-governmental organisation (NGO), and to strengthen the accountability and transparency of NGO activities in Afghanistan. The first is NGO legislation that will: determine what an NGO is; determine permissible activities of NGOs; determine criteria for establishment and internal governance of NGOs; clarify reporting requirements for NGOs; enable profit-making bodies currently registered as NGOs to establish themselves as businesses; and enhance transparency and accountability of NGOs. The second is an Afghanistan-specific NGO Code of Conduct, designed by the NGO community itself as a self-governing mechanism to ensure commitment to transparency, accountability and professional standards from all signatories.

ADF, p 10

In consultation with NGOs and with technical assistance from the International Centre for Not-for-Profit Law (ICNL), an initial draft for the NGO legislation was presented to the Ministry of Justice (MoJ) in 2003. NGOs called for the timely finalisation of the legislation at the Afghanistan Development Forums (ADFs) in both April 2004 and April 2005, and the NGO legislation was passed in June 2005. It is important for a number of reasons, but particularly as it will provide a means by which genuine NGOs can be differentiated from the many contractors registered as NGOs: between 2001 and 2004 over 2,400 NGOs had been registered by the government despite the lack of any official criteria defining what that registration meant.

ACBAR, p 18
ANCB, p 8
SWABAC, p 57

In July 2003, shortly after the first NGO legislation draft was prepared for the government, 120 NGOs participated in a workshop to discuss what an NGO Code of Conduct for Afghanistan should contain. The four major NGO coordination bodies in Afghanistan – Agency Coordinating Body for Afghan Relief (ACBAR), Afghan NGOs Coordinating Body (ANCB), Southern and Western Afghanistan and Balochistan Association for Coordination (SWABAC) and Afghanistan Women's

AWN, p 9 Network (AWN) – then jointly drafted the text of the code. A Code of Conduct Secretariat was established under the auspices of ACBAR to coordinate and finalise the draft, which was completed in May 2004. The NGO community publicly launched the Afghanistan NGO Code of Conduct on 30 May 2005. In order to be a signatory to the Code of Conduct, NGOs are required to submit several documents to prove their NGO status, including legal registration documentation, coordination body membership, financial records and other organisational documentation. At the time of writing, 86 NGOs had begun the application process, which is being administered by the Code of Conduct Secretariat at ACBAR.

For the full text of the NGO Code of Conduct, see page 149.

NATO North Atlantic Treaty Organization

See International Security Assistance Force (ISAF), page 35.

OEF Operation Enduring Freedom

Operation Enduring Freedom (OEF) is the name of the US-led military campaign against remnants of the Taliban and al-Qaeda in Afghanistan. The US-led Coalition military forces, together with the Northern Alliance, were responsible for the removal of the Taliban from power in November 2001. See Coalition Forces, page 24.

PRSP Poverty Reduction Strategy Paper

Poverty Reduction Strategy Papers (PRSPs) are the basis for the World Bank's work in poor countries. The PRSP format is flexible, but it is based on number of set principles, and the papers should:

- Be country owned, with the input of civil society and the private sector;
- Have results oriented to benefit the poor;
- Be comprehensive in recognising the multidimensional nature of poverty;
- Be partnership oriented (developed in cooperation with bilateral, multilateral and non-governmental actors); and
- Be based on a long-term perspective for poverty reduction.

Berlin, p 20 Interim PRSPs (IPRSPs) are developed by countries which are not yet ready to develop a full PRSP. At the Berlin Meeting in 2001, Afghanistan agreed to prepare a PRSP, and a number of processes began in preparation for an IPRSP which was due in June 2005. However, at the April 2005 Afghanistan Development Forum (ADF), it was proposed that the new Afghanistan National Development Strategy

ADF, p 10

ANDS, p 12 (ANDS) should serve as the IPRSP. The ANDS is due to be completed by December 2005 or January 2006.

Once the IPRSP is finalised, a Country Assistance Strategy (CAS) will be developed. A CAS details the WB's planned work in a particular country, usually over a three-year period, and contains information about procedures for loans, monitoring and analysis, and technical assistance.

NDF, p 44 Prior to the development of the IPRSP and a CAS, the WB's involvement in Afghanistan remains based on its Transitional Support Strategy (TSS), designed in line with the government's National Development Framework (NDF). The first post-Taliban TSS, based on a preliminary needs assessment conducted with UNDP and the Asian Development Bank, was released in March 2002; the second followed in March 2003.

Preliminary Needs Assessment for Recovery and Reconstruction 2002–06

The Preliminary Needs Assessment for Recovery and Reconstruction for 2002–06 was a series of assessments carried out to determine the amount of external assistance required to reconstruct Afghanistan over the five years following the fall of the Taliban. It was requested by participants at the November 2001 meeting at the World Bank (WB) headquarters, where the Afghanistan Reconstruction Steering Group (ARSG) was formed and the Tokyo Ministerial Meeting was scheduled. The assessment was then carried out by the WB, the Asian Development Bank (ADB) and UNDP.

Tokyo, p 58 The assessments were done from December 2001 to January 2002 through consultation and discussions held primarily in Islamabad and Peshawar, and from observations made on a one-day visit to Kabul. They estimated that US\$12.2 billion would be necessary over five years to address Afghanistan's immediate reconstruction needs, and this was presented at the Tokyo Ministerial Meeting in January 2002. This estimate was revised upwards in March 2004 to US\$27.4 billion over the next seven years as a result of the Securing Afghanistan's Future (SAF) study.

PRR Priority Reform and Restructuring

See Public Administration Reform (PAR), page 54.

Provincial Coordination

Since 2002 various coordination mechanisms have been implemented around Afghanistan with the purpose of organising development and reconstruction efforts at the provincial level. These generally include the provincial governor, representatives from the line ministries, implementing partners, international organisations and donors. Despite the similarity of their design, these mechanisms have a number of different names.

AL, p 19 Provincial Coordination Bodies (PCBs) began in 2002 as a mechanism by which humanitarian aid was distributed in provinces. PCBs still exist in many provinces, although the extent to which they are effective and the issues with which they deal varies from area to area. The concept of Provincial Development Committees (PDCs) is a more recent proposal that was frequently debated during the first half of 2005. Some confusion has arisen about the term PDC as it used to describe a coordination design proposed by the Ministry of Finance, a mechanism designed by the PRTs, and a coordination tool created by Alternative Livelihoods (AL) programmes.

A Provincial Coordination and Governance Working Group has been established within the government to formulate a single, cohesive government policy on provincial coordination. Representatives from key ministries participate in the group, which aims to present a paper on its plans by September 2005. The paper will then go through a consultation and review process involving donors and implementing partners. The government intends to have a unified provincial coordination process in place in all provinces by the end of 2005.

PRT Provincial Reconstruction Teams

Coalition, p 24 The concept of Provincial Reconstruction Teams (PRTs) was first proposed by the Coalition Forces in mid 2002 during discussions about shifting from Operation Enduring Freedom's Phase III (combat phase) to Phase IV (reconstruction phase). It was then announced and endorsed by President Karzai in November 2002. PRTs were intended to contribute to the reconstruction effort by improving security and carrying out reconstruction tasks at the provincial level that other mechanisms did not have the capacity to undertake. Their involvement in reconstruction and delivery of humanitarian assistance has caused considerable controversy, particularly among NGOs which were concerned about blurring the distinction between military activities and aid work.

ISAF, p 35 A PRT is a small military base established within a province to provide security and reconstruction support at a localised level. Coalition Forces PRTs are staffed by 60–100 people, while ISAF PRTs are staffed by 100–200 people depending on the requirements of the location. PRTs are served by both military and civilian

Civ-Mil, p 22 personnel, the latter including foreign affairs representatives, development officers and donors. Some PRTs have agricultural advisers and civilian police. In Coalition PRTs, Civil-Military Operations Centres (CMOCs) are responsible for communicating with aid agencies in the area and ensuring a coordinated approach to reconstruction activities. In ISAF PRTs, the coordination of development activities is the responsibility of civilian development staff, often Civil-Military Cooperation (CIMIC) officers.

The first PRTs began in early 2003 and were operated by Coalition Forces. In December 2003, under Security Council Resolution 1510, ISAF began taking over and establishing new PRTs in the northern provinces. In June 2005, ISAF expansion brought the western provinces under NATO command, and further expansion into southern provinces is expected during 2006. In July 2005, Coalition Forces had PRTs in the provinces of Helmand, Kandahar, Uruzgan, Zabul, Paktika, Ghazni, Bamyán, Parwan, Kunar and Nangarhar, with additional PRTs planned for Laghman, Daikundi and Panjshir. At the same time ISAF had PRTs in Kunduz, Badakhshan, Balkh, Baghlan, Faryab, Herat, Badghis, Ghor and Farah. Samangan, Sari Pul, Jawzjan and Takhar were covered by "satellite" PRTs managed from Mazar-i-Sharif and Kunduz. Coalition and ISAF PRTs operate under the control of their respective regional headquarters.

UNAMA, p 59 PRTs are monitored and guided by an Executive Steering Committee, which is chaired by the Minister of Interior. The Committee includes representatives from the Ministry of Finance, Ministry of Rural Rehabilitation and Development, Coalition Forces, ISAF, UNAMA and Troop Contributing Nations (TCNs). A PRT working group meets fortnightly to support the work of the Steering Committee.

The mission of PRTs, as endorsed by the PRT Executive Steering Committee, is to:

assist the Islamic Republic of Afghanistan to extend its authority, in order to facilitate the development of a stable and secure environment in the identified areas of operations, and enable SSR and reconstruction efforts.

SSR, p 55 Though this is a common mission statement for both Coalition and ISAF PRTs, the former tends to focus more on reconstruction activities (with security provided by separate combat units), whereas the focus of the latter is security and support to the Security Sector Reform (SSR). However there is no single model for a PRT, as structures are influenced by the situation in particular provinces as well as (in the case of ISAF) by lead nation policy.

PAR Public Administration Reform

IARCSC, p 34 The Independent Administrative Reform Civil Service Commission (IARCSC) is leading the process of Public Administration Reform (PAR) – one of the priorities under the National Development Framework (NDF). The PAR strategy for administrative and civil service reforms has a number of key components:

NDF, p 44

- Creation of a civil service legal framework;
- Development of an adequate pay and grading structure;
- Establishment of a pension plan for government employees;
- Improved physical infrastructure;
- Personnel management;
- Streamlining and development of institutional structures;
- Financial management and accountability;
- Policy management and machinery of government; and
- Administrative efficiency.

While work was undertaken by the IARCSC's Civil Service Directorate to develop the legal framework, pay and grading structures, pension plan and infrastructure reconstruction, the IARCSC launched a pilot project to undertake the streamlining and development of institutional structures, the management of personnel and the improvement of financial management and accountability in various government institutions. The project, the Priority Reform and Restructuring (PRR), aims to promote administrative reform in key government departments, develop capacity within the civil service and pay key government employees more appropriate salaries.

PRR is a voluntary process that can be requested by any government department or agency. The IARCSC considers proposals for PRR, and successful applications lead to restructuring, the establishment of clear lines of responsibility and accountability, and additional salary allowances for some staff (to be phased out once the new pay and grading structures is implemented). By June 2005, 16 ministries and approximately 90 departments had undergone PRR. Nearly 16,000 positions had been restructured, though of these only 7,000 had been appointed.

SAF Securing Afghanistan's Future

See Berlin Meeting and Declarations, page 20.

SSR Security Sector Reform

Bonn, p 21 Poor security in Afghanistan remains one of the primary obstacles to the full implementation of the Bonn Agreement, the timely progress of reconstruction and development activities, and the holding of parliamentary elections.

Tokyo, p 58 The government's strategy for Security Sector Reform (SSR), as announced at the Tokyo Meeting on the Consolidation of Peace in Afghanistan in February 2003, has five pillars:

- ANA, p 5 The establishment of the Afghan National Army (ANA);
- ANP, p 6 The establishment of the Afghan National Police (ANP);

- JSR, p 38 • Justice sector reform (JSR);
- DDR, p 30 • Disarmament, Demobilisation and Reintegration (DDR); and
- CN, p 28 • Counter Narcotics (CN).

With the exception of DDR, these pillars correspond explicitly to the reform and creation of a number of government ministries – the Ministry of Defence (MoD), the Ministry of Interior (MoI), the Ministry of Justice (MoJ) and the Ministry of Counter Narcotics (MCN). The wide range of actors involved in the security sector, the limited reach of the central government around the country, and the resistance to reform of those with alternate agendas to the government, has led to significant setbacks in reaching the goals of all five SSR pillars, and success remains varied.

At the Bonn and Tokyo meetings, several donor countries agreed to take the lead on specific pillars of the SSR strategy: the US on the ANA, Germany on the ANP, Italy on justice sector reform, Japan on DDR, and the UK on CN. Although individual donor countries are responsible for overseeing their particular sectors, additional donors are involved to various degrees in each area, and the US is involved to some extent in all of them.

Management of the numerous SSR activities has been a challenge. In June 2004, the National Security Council (NSC) and the Office of the National Security Council (ONSC) became responsible for overall coordination of SSR activities and established a strategic committee called the Security Sector Reform Coordination Committee (SSR-CC), chaired by the President. The SSR-CC meets monthly and includes all relevant line ministers, lead country ambassadors, military commanders from ISAF and the Coalition Forces, and the Special Representative of the UN.

ISAF, p 35
Coalition, p 24

DIAG, p 31

Currently DDR is scheduled to end in June 2005, when a new programme called the Disarmament of Illegal Armed Groups (DIAG) will commence. DIAG is designed to disarm and disband illegal armed groups operating outside central government control. DIAG is a standalone programme and not officially an element of SSR.

ASP, p 15
PRT, p 53

Coordination of security at the regional level continues to be managed by the central government, with input from provincial coordination mechanisms and with the cooperation of provincial initiatives such as the Afghanistan Stabilisation Programme (ASP) and Provincial Reconstruction Teams (PRTs). Coordination between the Coalition Forces, ISAF and Afghan security forces will require close attention as ISAF takes over more operational control from Coalition Forces.

The complexity of security issues in Afghanistan is augmented by the presence of private security companies, despite the fact that legislation has been drafted to determine their scope and to register and license their operation.

SWABAC Southern and Western Afghanistan and Balochistan Association for Coordination

Southern and Western Afghanistan and Balochistan Association for Coordination (SWABAC) is an NGO coordination body for Afghan and international NGOs working in southern Afghanistan. SWABAC's head office is in Kandahar and it has a sub-office in Quetta, the capital of Balochistan in Pakistan.

SWABAC was founded in September 1988 by twelve NGOs engaged in relief and rehabilitation work with Afghan refugee villages in Balochistan and inside Afghanistan. SWABAC membership is open to government-registered NGOs working in southern Afghanistan who show a dedication to coordination and have proof of donor funding, an organisational profile and are certified by five other NGOs. Member NGOs must also pay an annual fee to SWABAC. Currently, SWABAC has approximately 70 members. It holds regular membership meetings, monthly general assembly meetings and fortnightly panel meetings for the advisory committee, as well as meetings on a needs basis.

SWABAC's activities fall within three major categories: coordination, advocacy and capacity-building. SWABAC provides a forum for members to discuss their concerns about policy guidelines for delivering assistance, resource management and other operational issues, with the ultimate goal of improving coordination among the assistance community in southern Afghanistan. SWABAC chaired the Regional Coordination Body for southern Afghanistan from 1999–2000 and has been involved in drafting the NGO Code of Conduct in cooperation with the Agency Coordinating Body for Afghan Relief (ACBAR) and the Afghan NGO Coordination Bureau (ANCB).

NGO, p 50
ACBAR, p 18
ANCB, p 8

SEAL Support to the Establishment of the Afghan Legislature

In February 2005 the UNDP and the Afghan government launched the Support for the Establishment of the Afghan Legislature (SEAL) project. The objective of SEAL is to:

contribute to the establishment of a fully operational and efficient parliament recognised by all the people of Afghanistan as their representative institution, accountable and transparent, and that will be the interface between citizens and the Government.

To meet this overall goal, SEAL plans to focus its work on seven key areas:

- Establishing effective coordination and programming support to the parliament;

- Building the capacity of administrative and technical staff as well as members of the parliament;
- Ensuring the establishment of the necessary legal environment to enable the first session of the parliament;
- Ensuring proper linkages between physical infrastructures, information services, and information and communication technology tools to provide assistance to staff, media and public;
- Allowing for parliament outreach and the design of an effective public information and awareness strategy;
- Ensuring that the set-up and basic running costs of parliament are met during the first year of activity; and
- Ensuring that the management team is fully operational.

SEAL is a two-year project intended to be implemented in two phases. The first phase runs up to the establishment of the parliament, elections for which are scheduled for September 2005. During Phase I SEAL aims to establish the minimum requirements of human resources, equipment, institutional arrangements and administrative support needed for the initial functioning of the parliament. In Phase II, which will run from the establishment of the parliament until 2006, SEAL will expand its activities to include additional training, and equipment and office procurement (until full renovation of the parliament building is completed).

UNDP is responsible for the implementation of SEAL, with overall leadership from the Afghan government. France, as the lead nation for parliamentary support, provides significant assistance, as does the Inter-Parliamentary Union, the international organisation of parliaments of sovereign states. A Parliamentary Taskforce, created to provide regular oversight, direction and evaluation for SEAL, is made up of representatives from government entities, UN agencies, France and other major donors. The Taskforce oversees the work of the SEAL Management Team, which is responsible for the managerial and administrative aspects of SEAL's implementation.

The total estimated budget of SEAL is US\$15.5 million, and initial contributions towards this budget have come from France and UNDP.

Tokyo Meetings

The Tokyo Ministerial Meeting – formally known as the International Conference on Reconstruction Assistance to Afghanistan – was a meeting of the Afghanistan Reconstruction Steering Group (ARSG) that mobilised the first substantial post-Taliban donor commitments for the reconstruction of Afghanistan. It was co-chaired by Japan, the US, the EU and Saudi Arabia, and it took place on 21–22 January 2002. Ministers and representatives from 61 countries and 21

international organisations attended. NGOs held a separate parallel meeting, the results of which were reported to the plenary session of the Ministerial Meeting. Discussions focused on a comprehensive framework for reconstruction over the longer term and costed the recovery needs of Afghanistan over the next ten years at US\$15 billion. This figure was increased to US\$27.4 billion in the Securing Afghanistan's Future report that resulted from the March 2004 Berlin Meeting.

Berlin, p 20

In February 2003 another meeting was held in Tokyo – the Tokyo Conference on the Consolidation of Peace in Afghanistan. It was held to discuss security reform in Afghanistan and resulted in the five-pillar Security Sector Reform (SSR) strategy.

SSR, p 55

TISA Transitional Islamic State of Afghanistan

See Afghanistan Transitional Authority (ATA), page 17.

UNAMA United Nations Assistance Mission in Afghanistan

www.unama-afg.org

The United Nations Assistance Mission in Afghanistan (UNAMA) was established by Security Council (SC) Resolution 1401 (2002) on 28 March 2002. UNAMA is tasked with fulfilling the UN's obligations in Afghanistan as outlined by the Bonn Agreement and for managing UN humanitarian relief, recovery and reconstruction (RRR) activities in coordination with the Afghan administration. UNAMA's mandate has been extended three times: by Resolution 1471 in March 2003, Resolution 1536 in March 2004 and Resolution 1589 in March 2005. Resolution 1589 extended UNAMA's mandate for twelve months, and stressed the importance of continued progress of the Bonn Agreement in three primary areas: managing UN humanitarian relief; Security Sector Reform (SSR); and encouraging donor support for parliamentary elections.

Bonn, p 21
SSR, p 55

UNAMA was conceived as an opportunity for the international community to put into practice lessons learned from previous peacekeeping operations in post-conflict countries. This included applying a "light footprint" approach that would prevent large numbers of expatriate staff from overwhelming a reconstruction process that is meant to be Afghan-owned.

UNAMA is currently led by the Special Representative of the Secretary-General (SRSG), Jean Arnault, who took over the post from Lakhdar Brahimi in January 2004. Two Deputy Special Representatives to the Secretary-General (DSRSG) head the two pillars of UNAMA's operations – political affairs, and relief, recovery and reconstruction (RRR). The Office of the SRSG in UNAMA is responsible for

- Coalition, p 24
ISAF, p 35
- policy guidance and high-level decision-making, and it liaises with the government, the Coalition Forces (CF) and the International Security Assistance Force (ISAF). The SRSF has Special Advisers in human rights, gender, drugs, rule of law, police, military, demobilisation and legal issues, and a spokesperson who runs the Office of Communication and Public Information. Kabul Headquarters oversees the eight UNAMA Field Offices in Kabul, Bamyan, Gardez, Herat, Jalalabad, Kandahar, Kunduz and Mazar-i-Sharif.
- DDR, p 30
- The political affairs section is responsible for:
- UNAMA's involvement in the election process;
 - UNAMA's involvement in Disarmament, Demobilisation and Reintegration (DDR);
 - Monitoring, analysing and reporting on the overall political and human rights situation and the status of implementation of the Bonn Agreement;
 - Maintaining contact with Afghan leaders, political parties, civil society groups, institutions and representatives of central authorities;
 - Maintaining contact with representatives of the international community;
 - Providing information and guidance on political issues for the benefit of other UNAMA activities; and
 - Investigating human rights violations and recommending corrective action where necessary.
- The relief, recovery and reconstruction section is responsible for:
- Direction and oversight of UN RRR activities;
 - Institution-building aimed at long-term reconstruction;
 - Enabling a more efficient, effective and integrated assistance effort;
 - Oversight of the police, rule of law, and disaster management units; and
 - Trust fund management.
- CLJ, p 25
- Aside from regular operations, UNAMA also played a major role in the constitution consultation process and the organisation of the Constitutional Loya Jirga (CLJ) in December 2003. UNAMA was a key facilitator of the voter registration process leading up to the presidential elections of October 2004, and it is equally involved in preparations for the parliamentary elections scheduled for September 2005. UNAMA plays a significant part in Security Sector Reform, particularly in the DDR process. UNAMA is committed to supporting the government with the implementation of its Work Plan as announced at the Berlin Meeting in March
- Berlin, p 20

2004. After the elections, the focus of UNAMA's work is likely to shift to supporting the new government and National Assembly.

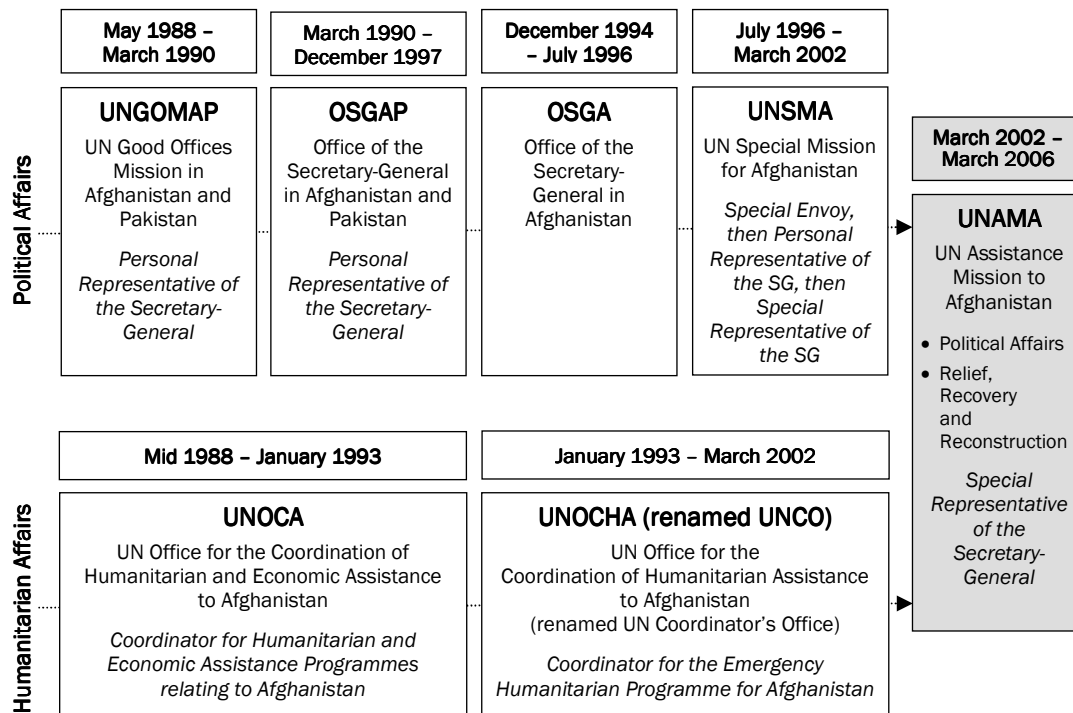
In 2004 the UN completed a Common Country Assessment (CCA), a tool used by the UN to assess the situation in developing countries and to identify key development issues. Based on the analysis of the CCA, the UN then developed a United Nations Development Assistance Framework (UNDAF) for Afghanistan. UNDAFs serve as common strategic frameworks for the activities of all UN agencies in a particular country or region. The UNDAF for Afghanistan is intended as an operational framework for all UN development activities for 2006–08, and it identifies four critical areas of support and cooperation for this three-year period:

- Governance, Rule of Law and Human Rights;
- Sustainable Livelihoods;
- Health and Education; and
- Environment and Natural Resources.

UNAMA absorbed the two UN agencies that preceded it: the Special Mission to Afghanistan (UNAMA), which had begun in July 1996, and the Office for Coordination of Humanitarian Assistance to Afghanistan (UNOCHA), which had begun in January 1993. These were, respectively, political and relief and reconstruction missions. Previous to these missions, the UN Office for the Coordination of Humanitarian and Economic Assistance Programmes (UNOCA) coordinated reconstruction efforts in Afghanistan.

The chart on the next page illustrates the evolution of UN activities in Afghanistan.

UN Coordination in Afghanistan, 1988–2006



UNDAF United Nations Development Assistance Framework

See United Nations Assistance Mission in Afghanistan (UNAMA), page 59.

VAU Vulnerability Analysis Unit

The Vulnerability Analysis Unit is the unit within the Ministry of Rural Rehabilitation and Development (MRRD) established to oversee and manage data collected for the National Surveillance System (NSS) project. See NSS, page 49.

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Background

- Bonn, p 21 Following the collapse of the Taliban at the end of 2001, Afghan factional leaders came together at a UN-sponsored conference in Bonn, Germany, where the Bonn Agreement was signed – appointing the Afghanistan Interim Administration (AIA) and setting out a timetable for re-establishing permanent government institutions in Afghanistan over the course of two and a half years. The Emergency Loya Jirga (ELJ) of June 2002 replaced the AIA with the Afghanistan Transitional Authority (ATA), and elected Hamid Karzai as the head of state (and *pro tem* head of government, in the absence of a legislature) of the Transitional Islamic State of Afghanistan (TISA).
- ELJ, p 32
- ATA, p 17
- CLJ, p 25 In line with the Bonn timetable, a new Constitution (see Documents for unofficial translation) was debated and endorsed by a Constitutional Loya Jirga (CLJ), which ran from 14 December 2003 to 4 January 2004. The new Constitution provides for an elected president (along with his/her two nominated vice presidents) and a National Assembly comprising two houses – the *Wolesi Jirga* (House of the People) and *Meshrano Jirga* (House of Elders). Presidential elections were held on 9 October 2004, and with 55 percent of the vote Hamid Karzai became the first popularly elected president of Afghanistan. He was sworn in on 7 December 2004, at which time TISA officially became the new Islamic Republic of Afghanistan. National Assembly elections were postponed because of technical issues and security concerns, and Provincial Council elections and elections for the *Wolesi Jirga* are now scheduled for September 2005. For more information, see National Elections, page 77.

Structure

Afghanistan's public sector consists of the central government, provinces, municipalities (urban sub-units of provinces) and districts (rural sub-units of provinces), as well as state enterprises (wholly and majority owned). State agencies (including central government ministries and institutions) are considered to be primary budgetary units with their own discrete budgets.

In theory, Afghanistan is a unitary state: all political authority is vested in the government in Kabul. The powers and responsibilities of the provincial and district administrations are determined (and therefore may be withdrawn) by the central government. Though provinces and districts are legally recognised units of subnational administration, they are not intended to be autonomous in their policy decisions – other than

Legally Recognised Local Government Units

- 34 provinces (*wolayat*)
- 364 districts (*woleswali*) – the number of districts in each province varies from 4–27
- Provincial municipalities (*sharwali wolayat*) – in principle each province contains one municipality
- Rural municipalities (*sharwali woleswali*) – each district contains at most one rural municipality, but some do not have one

retaining some flexibility in implementing centrally determined programmes. Despite this, the practical reality is that certain provinces have considerable authority over their own decision-making, given the regional strengths of some commanders who control substantial revenues and military power.

The new Constitution does explicitly allow a measure of decentralisation by stating that “the government, while preserving the principle of centralism – in accordance with the law – shall delegate certain authorities to local administration units for the purpose of expediting and promoting economic, social, and cultural affairs, and increasing the participation of people in the development of the nation” (Article 2, Chapter 8). Article 3, Chapter 8, specifies that a provincial council with elected members is to be formed in every province, and Article 5, Chapter 8, specifies that district and village councils are to be elected.

IARCSC, p 34

The country’s 34 provinces¹ are the basic unit of local administration; the provinces are not distinct political entities in any legal sense and have a very modest role, formally, in decisions concerning their own structure, recruitment of senior staff, size of establishment and composition of workforce. In effect, each province is a collection of branches of central government ministries. All decisions on provincial staffing are made in Kabul by the parent ministry, in negotiation with the Office of Administrative Affairs and with oversight by the head of the Independent Administrative Reform and Civil Service Commission (IARCSC). Every public employee has a grade, and although the governor approves junior staff appointments (grade 6 and below for permanent staff, grade 3 and below for contract staff) and transfers, the relevant minister approves mid-level staff appointments (permanent staff grades 3–5), and senior staff are appointed by the President (grade 2 and above).

The provinces are further subdivided into districts. Administrative arrangements between each province and its districts are similar to those in the centre–provincial relationship. However, provincial officials have relatively little discretion with regard to districts as the central ministry in Kabul determines district staffing allocations.

The Ministry of Interior (Mol) in Kabul oversees municipalities (with significant influence by the governor in some provinces). The Mol approves staffing numbers and budgets in each municipality, despite the fact that municipalities are entitled to collect and retain their own taxes. In some provinces, for example Herat and Kandahar, rural municipalities also have a reporting relationship with the provincial municipality although this is contrary to the established government structure.

¹ The most recent delineation of provinces and districts was set out in Decree No. 36, 5 June 2004, determining electoral constituencies for the *Wolesi Jirga* elections. The list included two new provinces (Panjshir and Daikundi) and several new districts. There have been some disagreements about the actual boundaries of these, as no updated map has yet been published.

Central government ministries and institutions are primary budget units with specific budgets determined by law, while the provincial departments of the central government ministries are secondary budgetary units, and receive their allotments at the discretion of the primary budget unit. There are no specific provincial department budgets. Districts are tertiary budget units and are therefore subject to even more bureaucracy: their budgetary allotments depend on the decisions made by the relevant provincial-level departments of the Kabul ministries.

In theory, this system gives Kabul considerable political authority over provincial expenditure policy. The legislation makes it clear that all revenues collected by provinces and districts are national revenues, and provinces are merely the tax collectors. In reality, as few provinces are remitting all of the revenues owed to the central government, provinces with revenue sources of their own (such as customs) can remain relatively autonomous from the central government authority.

State enterprises report to the ministry or department in their respective sector. For example, the head of a coal mine would report to the provincial Department of Mines and Industries as well as the Ministry of Mines and Industries in Kabul. There are no provincially owned enterprises.

Although they do not hold formal power, community *shuras* or *jirgas* can also be influential local actors. *Shuras* (best translated as local councils) are longstanding features of Afghan political society. They are convened on an ad hoc basis and are rarely permanent bodies with identifiable members. *Shuras* of *ulema* (Islamic scholars) and *shuras* of elders are usually found at the provincial level, though there are often competing local *shuras* and some commander-run *shuras* at the district level.

ANA, p 5

In addition to the formal provincial and district administrative structures, historically there has been a definition of regions or zones in Afghanistan (*hawza*), primarily for military purposes. The decree establishing the Afghanistan National Army (ANA) places the President as commander-in-chief of the army, and does not recognise any other military or paramilitary units that are not part of the ANA. This decree formally recognises that the army is based on four regional commands, though it does not specify exactly what the regions are.² While the governor oversees the civil administration and the chief of police, the military units stationed in the provinces are run by the ANA and report via a regional structure to the Ministry of Defence in Kabul.

² The decree (2 December 2002) notes that: "The current organisation of the army will gradually be transformed into four major commands. With the exception of the central command in Kabul, the location of the remaining commands will be determined on the basis of strategic and geographical factors. The TISA is committed to promote the earliest restoration of security, the rule-of-law and the full exercise of human rights throughout the country." The introductory section of the decree notes that TISA officials cannot hold military posts.

These regions or zones have no legal standing as administrative units and, unlike provinces, districts and municipalities, are not mentioned in the 1964 Constitution or the new 2004 Constitution. At times, however, they have been used for administrative convenience. In the health sector, for example, the original national zonal structure was created around 1965 as part of a malaria programme, after which it was also used by a smallpox eradication programme, the Extended Programme of Immunisation (EPI), and a TB control programme. Formally, this zonal structure no longer exists, and President Karzai has endeavoured to de-legitimise these unofficial administrative divisions. However, some inter-provincial coordination based on zones continues and there are seminars and other sectoral activities organised on a zonal basis.

While they have no formal political status, some regions or zones have re-emerged as de facto political units. Herat is at the centre of such a region, which includes Ghor, Badghis and Farah. This “western region” is sustained by both loyal troops enforcing order on a regional basis and an independent source of income in the form of customs revenues from cross-border trade.

To the extent that some governors are also significant regional figures, they may combine military and civilian authority in a way that was not intended by current constitutional arrangements. In cases where there is a powerful regional figure who is not a governor, militia forces can also be closely related to the political structure. In the north, for example, military influence over the appointment of governors and other senior officials has been observed, while in the west, governors without official military positions have acted as the de facto chief of armed forces in the area.

Pay and grading

Every public employee has a grade – in Kabul, in the provinces, and at the district level.³ Two scales – one for permanent staff (*karmand*) and one for contract staff (*agir*) – apply equally throughout Afghanistan. *Karmand* are regular, permanent public employees, whereas *agir* are (officially) hired on fixed-term contracts. In practice, most *agir* employees remain in government for many years and follow a career path very similar to that of *karmand* staff. The two pay scales are almost identical. The same meal allowances apply to both.

The key differences between *karmand* and *agir* employees are:

- *Agir* employees are meant to occupy lower-skilled and manual labour posts (such as drivers, cooks, painters, etc).

³ In 2004–05, the IARCSC has been working on updating the government’s pay and grading structure, currently determined by the 1970 (SY1349) Law on the “Status and Condition of Government Employees” and amended by the 1977 (SY1356) Decree No 143. This centralised recruitment system and grading structure is inflexible and does not accommodate the diversity of needs of the ministries, administrative units and other state enterprises. As of June 2005, a new Civil Service Law that would take the place of its 1970 predecessor was awaiting passage by the Cabinet.

- Advancement through the grade (and pay) structure for many *agir* positions is capped at a particular level (for instance, drivers cannot be promoted beyond grade 4); however, higher-skilled *agir* employees can advance to the top of the scale (“over” grade).
- *Agir* employees are not entitled to receive a professional bonus in addition to their salary.

Pay policy is set centrally for all public employees in Afghanistan. The pay system emphasises rank-in-person arrangements (employees are promoted even if they remain in the same position) rather than the more common rank-in-post arrangements (where promotion generally comes with a new job). Thus, through years of service and regular promotions (once every three years), staff in lower positions of authority can occupy a higher grade (and earn a higher salary) than their managers. Different occupational groups have ceilings above which they cannot be promoted.

The underlying pay scale, established by the 1970 (SY1349) Law on the “Status and Condition of Government Employees”, and amended by the 1977 (SY1356) Decree No. 143, offers a reasonably well-structured scale for base pay. However the real salary scale for public employees is low – meal allowances (given equally to all public employees) can account for over 90 percent of the monthly pay. The IARCSC has proposed a new Civil Service Law that would update previous pay and grading scales according to current costs of living, but by June 2005 it had not been passed by the Cabinet.

PAR, p 54

A framework for the overhaul of the civil service has been set out in the government’s Public Administration Reform (PAR) programme, led by the IARCSC. Practical reforms are underway in several government departments and agencies through the Priority Restructuring and Reform (PRR) process, which aims to streamline the work and structure of key departments, reduce costs, and improve effectiveness. Staff working in PRR departments are given an additional salary allowance until the new pay and grading structure is enacted.

The Executive

ATA, p 17

The Executive branch of the central government in Afghanistan is comprised of the Office of the President, the Supreme Court, the Attorney General’s Office, 27 ministries (*wazirat*), and several independent bodies and other central government agencies. Thirty ministries had existed under the ATA, but in December 2004 the functions of several ministries were merged and two new ministries were established in order to create a more streamlined cabinet.

The ministers make up the Cabinet, which will serve as the country’s legislative mechanism until the election of the National Assembly, which will then take over this function. New policies are originated in the individual ministries or the Office

of the President. These are discussed by the Cabinet or in some cases are brought directly to the President. There are several ways in which the government can issue laws and decrees:

- Legislative decrees (*furnaan taknini*) which are approved by the President and Cabinet;
- Decrees of an administrative nature which are passed with the President's sole authority;
- Regulations which are adopted by the Cabinet; and
- Legislative documents under a variety of names (rules, directives, guidelines, and so forth) which are passed by individual ministers.

Proposed legislation can take anywhere from a few days to several months or longer to be passed.

The Legislature

Under the new Constitution, a Legislative branch of the government will be convened following the National Elections of the National Assembly. The National Assembly is made up of two houses – the *Wolesi Jirga* (House of the People) and the *Meshrano Jirga* (House of Elders).

Members of the *Wolesi Jirga* will be elected by the people in free and fair elections. Members of the *Meshrano Jirga* will be elected and appointed as follows: each provincial council elects one member for a period of four years; from among the district councils in each province one member is elected for a period of three years; and the President appoints the remaining one third of the members – from experts and those of appropriate stature (including two representatives of the disabled and two representatives of the *kuchis*) – for a period of five years. Fifty percent of those members appointed by the President must be women.

The Judiciary⁴

The major permanent justice institutions in Afghanistan are the Supreme Court, the Office of the Attorney General and the Ministry of Justice. The justice sector is heavily factionalised, and the relationship between the justice institutions is strained, though Justice Sector Reform (JSR) is a priority for the new government.

JSR, p 38

The 2004 Constitution states: “The judicial branch is an independent organ of the state of the Islamic Republic of Afghanistan. The judicial branch consists of the

⁴ *Securing Afghanistan's Future, Technical Annex: Considerations on Criteria and Actions for the Strengthening of the Justice System*, Judicial Reform Commission, 2004; *Justice Administration of Afghanistan*, Italian Ministry of Foreign Affairs, 2004; pers comm., Alex Their, adviser to the Judicial Reform Commission; Ahmad Wahid Shekeb, Office of Administrative Affairs/Office of the President; *Law of the Organisation and Authority of the Courts of Islamic Republic of Afghanistan* (draft), 2005.

Supreme Court (*Stera Mahkama*), High Courts, Appeal Courts, and Primary Courts, structure and authorities of which are determined by law.” The Constitution grants the Supreme Court wide-ranging powers of interpretation. Its duties include the review of laws, decrees, international treaties and international covenants to ensure they comply with the Constitution. According to the 2004 Constitution, the Attorney General is an independent body and is part of the Executive branch. It is responsible for investigation and prosecution.

Bonn, p 21 The Bonn Agreement states that the Constitution of 1964 and other existing laws (providing they were not inconsistent with the Bonn Agreement or Afghanistan’s international legal obligations) would constitute an interim legal framework. The 2004 Constitution is now in force and numerous decrees have been enacted accordingly. There remains, however, a large body of legislation that was enacted by various former regimes – the status of which is unclear. These laws are often contradictory and need to be reviewed. The department of the Ministry of Justice responsible for drafting legislation, the *Taqnin*, has written nearly a hundred laws, many of which replace old legislation, but harmonisation efforts are still desperately needed.

The reach of the formal justice system varies significantly across the country. A large proportion of disputes in Afghanistan are settled outside the formal court system – particularly, but not exclusively, in rural areas. Traditional justice mechanisms – *shuras* and *jirgas* – often settle civil and criminal disputes using *Shari’a* (Islamic) and customary law, and in much of the country they are the only justice mechanisms available. The justice system is therefore governed by several different legal frameworks including state or civil law, *Shari’a* and customary law. There are common elements among these systems with respect to issues such as land and property, but they diverge quite dramatically on criminal matters and the role and nature of punishment.

CG, p 26
NDF, p 44 As specified in the Bonn Agreement, the Judicial Reform Commission (JRC) was established in November 2002 to review and reform the fragmented justice sector. The JRC was tasked with guiding the physical and structural restoration of the justice system – balancing modern and Islamic law, addressing the plurality of legal organs, and clarifying the roles and reporting structures of the Supreme Court, the Ministry of Justice and the Attorney General’s Office. The JRC was established as a temporary institution and although it still exists, it no longer serves in a coordination capacity. The Consultative Group established under the National Development Framework is now the primary mechanism through which coordination of JSR strategies and actors takes place.

In June 2005 a new law regulating the judiciary and courts was passed by the Cabinet. Until this point, the system was governed by the 1990 Law of the Jurisdiction and Organisation of the Courts of Afghanistan (No. 63, SY1369). The new law divides the courts into three tiers: the Supreme Court, the Courts of Appeal

and the Primary Courts. It allows for Travelling or Mobile Courts in the event that they are needed, and these must be approved by the President.

The Supreme Court

In accordance with Articles 117 and 118 of the 2004 Constitution, the Supreme Court is composed of nine members appointed by the President with agreement by the *Wolesi Jirga*. One of these members is designated as the Chief Justice. The Supreme Court convenes regular sessions at least once every fifteen days, but additional extraordinary sessions can be convened by request. The presence of at least six Supreme Court Justices is needed for a meeting to be complete, and decisions are made by majority vote. The Supreme Court is divided into four sub-courts or departments (*dewans*): General Criminal, Public Security, Civil and Family Issues, and Commercial. Each is headed by a Supreme Court Justice.

Courts of Appeal

Courts of Appeal are to be established in all provinces and will be made up of the chief of the court, other judicial members and heads of *dewans*. There are six *dewans* in each Court of Appeal – General Criminal (which also deals with traffic violations), Public Security, Civil and Family, Public Rights, Commercial and Juvenile – none of which include more than six judicial members. The Courts of Appeal oversee the rulings and decisions of the Primary Courts and have the authority to correct, overturn, amend, confirm or repeal these rulings and decisions. They are also responsible for deciding on conflicts of judicial jurisdiction.

Primary Courts

There are Primary Courts for five jurisdictional areas: Central Provincial Courts, Juvenile Courts, Commercial Courts, Family Issues Courts and District Courts. The Central Provincial Courts consist of five *dewans* – General Criminal, Civil, Public Rights, Public Security and Traffic Criminal. There should be at least one of each type of Primary Court in every province, and District Courts will be established at the district level.

All criminal and civil cases should first be resolved in the appropriate Primary Court. If there is a complaint based on the procedures or rulings of the Primary Court, the case will then go to the Court of Appeal. Courts of Appeal may then refer cases to the Supreme Court. Sitting Judges are not allowed to hold political party membership.

A time of transition for the government

The government of Afghanistan is still very much in transition – from the structures that remained or were resurrected after the fall of the Taliban, to the nature and functions of government as set out in the 2004 Constitution. Many

PAR, p 54 other changes are planned or in process – including wide-ranging administrative reforms of many government departments through the Public Administrative Reform (PAR) process, and the establishment of new government agencies. Though many of the institutions discussed in this section are still officially in place, and many reforms will take a significant length of time to filter through the system, there will be considerable changes over the next year. In particular, the National Elections will, theoretically, see a new system of government implemented at the national and provincial levels.

Relations with neighbouring countries

During the Taliban era, the UN convened a meeting of Afghanistan's immediate neighbours along with the US and Russia to promote dialogue on the ongoing conflict. The group was known as the 6 + 2 Contact Group, the six referring to Afghanistan's six immediate neighbours – Pakistan, China, Tajikistan, Uzbekistan, Turkmenistan and Iran. The group met sporadically and was disbanded in 2001 due to a lack of results.

The group was reconvened in March 2002 and a meeting later that year resulted in the signing of the Kabul Declaration on Good Neighbourly Relations on 22 December (although now without the active participation of the US or Russia). The Kabul Declaration recognises the sovereignty of Afghanistan and commits its neighbours to non-interference in the country's internal affairs.

Berlin, p 20 Two further declarations have followed: on trade (signed in September 2003) and counter narcotics. The Berlin Declaration on Counter Narcotics signed on 1 April 2004 set out the measures the signatories agreed to take to tackle the cultivation, production and trafficking of opium and other related substances. A follow-up meeting was held in June 2004 to review progress in this area. The Berlin Declaration reaffirmed the signatories' commitment to constructive support and bilateral relations based on the principles of territorial integrity, mutual respect, friendly relations, cooperation and non-interference in each other's affairs. The representatives agreed to identify other possible areas for cooperation.

In June 2004, for the first time, Afghanistan was a guest at a meeting of the Shanghai Cooperation Organisation (SCO) – which groups Russia, China, Uzbekistan, Kazakhstan, Kyrgyzstan and Tajikistan.

Government ministers, July 2005

Ministries of the Islamic Republic of Afghanistan	Ministers appointed by President Hamid Karzai, December 2004
Agriculture, Animal Husbandry and Food	Obaidullah Rameen
Border, Tribal and Ethnic Affairs	Abdul Karim Barahawi
Commerce	Hedayat Amin Arsala
Communications	Amir Zai Sangeen
Counter Narcotics	Habibullah Qaderi
Defence	Abdul Raheem Wardak
Economy	Mir Mohammad Amin Farhan
Education	Noor Mohammad Qarqeen
Energy and Water	Mohammad Ismael
Finance	Anwar-ul Haq Ahadi
Foreign Affairs	Abdullah Abdullah
Haj and Islamic Affairs	Nematullah Shahrani
Higher Education	Amir Shah Hasanyaar
Information, Culture and Tourism	Sayed Makhdoom Raheen
Interior	Ali Ahmad Jalali
Justice	Sarwar Danish
Labour and Social Affairs	Sayed Ikramuddin Masoomi
Martyrs and Disabled	Sediqa Balkhi
Mines and Industries	Mir Mohammad Sediq
Public Health	Mohammad Amin Fatemi
Public Works	Suhrab Ali Safari
Refugees and Repatriation	Mohammad Azam Dadfar
Rural Rehabilitation and Development	Mohammad Hanif Atmar
Transportation	Enayatullah Qasimi
Urban Development and Housing	Yusof Pashtun
Women's Affairs	Masooda Jalal
Youth Affairs	Amina Afzali

Evolution of government ministries

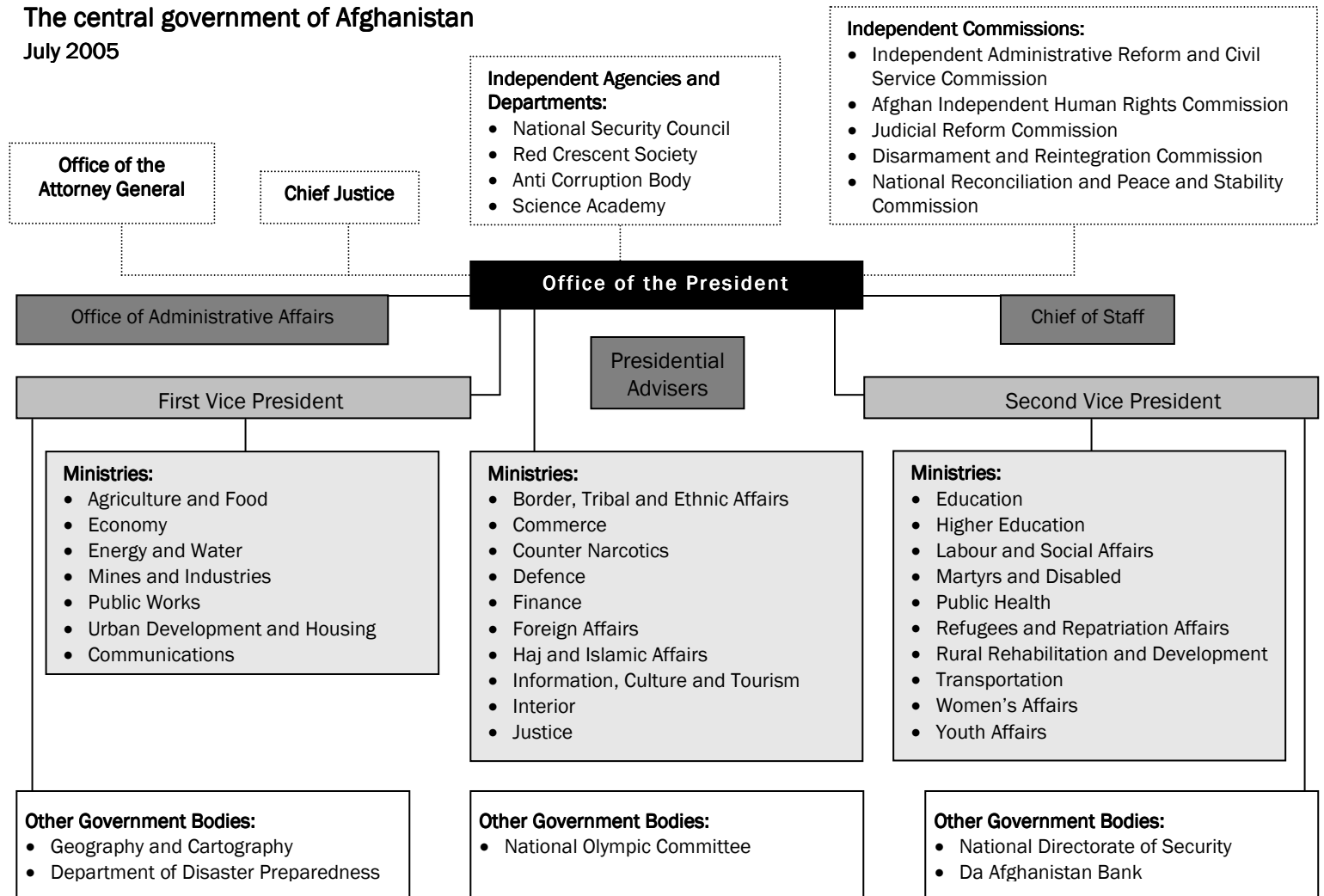
Ministries in the Afghanistan Interim Authority (AIA) and Afghanistan Transitional Authority (ATA)	Ministries in the Government of the Islamic Republic of Afghanistan
Agriculture and Livestock	Agriculture, Animal Husbandry and Food
Light Industries and Food	
Border and Tribal Affairs	Border, Tribal Affairs and Ethnic Affairs
Trade	Commerce
Communications	Communications
	Counter Narcotics
Defence	Defence
Planning	Economy
Reconstruction	
Education	Education
Irrigation, Water and Environment	Energy and Water
Power	
Finance	Finance
Foreign Affairs	Foreign Affairs
Haj (Pilgrimage)	Haj and Islamic Affairs
Higher Education	Higher Education
Information and Culture	Information, Culture and Tourism
Civil Aviation and Tourism	
Interior	Interior
Justice	Justice
Labor and Social Affairs	Labour and Social Affairs
Martyrs and Disabled	Martyrs and Disabled
Mines and Industries	Mines and Industries
Public Health	Public Health
Public Works	Public Works
Refugees and Repatriation	Refugees and Repatriation
Rural Rehabilitation and Development	Rural Rehabilitation and Development

Transportation	Transportation
Urban Development and Housing	Urban Development and Housing
Women's Affairs	Women's Affairs
	Youth Affairs

Other government officials, July 2005

Independent bodies and government agencies	Ministers appointed by President Hamid Karzai, December 2004
Afghan Independent Human Rights Commission	Sima Samar
Independent Administrative Reform and Civil Service Commission	Ahmad Mushahed
National Security Advisor	Zalmai Rasool
National Reconciliation and Peace and Stability Commission	Hazrat Sebghatullah Mujaddidi
Disarmament and Reintegration Commission	Vice President Mohammad Karim Khalili
Judicial Reform Commission	Bahaudun Baha
Attorney General	Abdul Mahmood Daqiq
Chief Justice	Fazel Hadi Shinwari

The central government of Afghanistan
July 2005



Source: Office of Administrative Affairs, Office of the President

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Background

Bonn, p 21 The Bonn Agreement called for “the establishment of a broad-based, gender sensitive, multi-ethnic and fully representative government” in Afghanistan, elected through free and fair national elections. Full elections are the last major political milestone required by the Bonn Agreement and will conclude Afghanistan’s transitional phase.

CLJ, p 25 The structure and constitution of Afghanistan’s new government was determined by a Constitutional Loya Jirga (CLJ) held from December 2003 to January 2004. Afghanistan’s Constitution (see Documents, page 99) provides for the election of:

- 1 A President (along with two Vice Presidents)
- 2 A National Assembly consisting of the *Wolesi Jirga* (House of the People) and the *Meshrano Jirga* (House of Elders)
- 3 Provincial Councils
- 4 District Councils
- 5 Village Councils
- 6 Municipal Councils and Mayors

The first round of elections, those for the presidency, took place in October 2004 and were widely considered to have been a success. Hamid Karzai was elected as President with 55.4 percent of the vote. His two Vice Presidents are Ahmed Zia Masood and Mohammad Karim Khalili. The President was inaugurated on 7 December 2004. In the transitional period he continues to act as chair of the interim cabinet, which will act as Afghanistan’s legislative body until the National Assembly is convened.

The next round of elections – commonly referred to as the parliamentary elections – is scheduled for 18 September 2005 and will be for the lower house of the National Assembly (the *Wolesi Jirga*) and Provincial Councils. Within fifteen days of their installation, each Provincial Council is to elect one of their members to a seat at the *Meshrano Jirga*. However, District Council elections have been postponed, which will lead to a delay in the convening of the entire *Meshrano Jirga* (and therefore the complete National Assembly) because a third of the *Meshrano Jirga*’s members are elected by District Councils. A temporary solution has been devised whereby the President will only appoint seventeen *Meshrano Jirga* members rather than 34, thereby maintaining the 2:1 ratio of elected to appointed seats until the District Councils are elected.

Originally, the Presidential, *Wolesi Jirga* and Provincial Council elections were scheduled to be held at the same time. According to the timetable laid out in the Bonn Agreement, a democratic government should have been elected within two years of the agreement being signed. Security problems, limited government control outside Kabul, numerous political challenges and funding issues led to

delays. In July 2004, it was announced that *Wolesi Jirga* and Provincial Council elections would not happen at the same time as the Presidential vote because of the many technical issues that still needed to be resolved. These elections were originally postponed until April 2005, but then delayed again until September 2005.

JEMB, p 37 Elections for District Councils were originally planned to coincide with *Wolesi Jirga* and Provincial Council elections. However, in March 2005 the Joint Electoral Management Body (JEMB) announced that district elections would be postponed until the ongoing disputes about district boundaries could be resolved by the *Wolesi Jirga*. Both Village and Municipal Councils are mentioned in the Constitution (although their exact roles are not specified), but dates for their elections have not yet been planned.

NDP, p 45
NSP, p 48 Aside from the constitutionally mandated electoral process, a number of new bodies have been established at the community level as part of National Development Programmes (NDPs). For example, thousands of Community Development Councils (CDCs) have been elected as part of the National Solidarity Programme (NSP) and numerous community-level bodies have been set up by development agencies. Provincial or district-level bodies (such as Provincial Development Committees and District Development *Shuras*) are also envisaged as playing a part in ongoing development programmes, reconstruction and reform efforts. These structures are in addition to the various “traditional” *shuras* and *jirgas* that play differing roles around the country. It is not clear how the elected Village, Municipal, District and Provincial Councils will link in with these existing institutions.¹

Afghanistan’s democratic system

Presidency

The President of the Islamic State of Afghanistan is elected by direct, secret ballot for a five-year period and can serve a maximum of two terms. Candidates for the presidency name their two vice presidential candidates at the time of nomination. The President is elected by absolute majority. If no candidate receives over 50 percent of the votes, a run-off election is held between the top two candidates.

The President is the head of state, the chair of the cabinet and the commander-in-chief of the armed forces. He appoints the ministers, the Attorney General, the governor of the central bank, the members of the Supreme Court and various other posts, with the approval of the *Wolesi Jirga*.

¹ Sarah Lister, 2005, *Caught in Confusion: Local Governance Structures in Afghanistan*, Afghanistan Research and Evaluation Unit: Kabul (online at www.areu.org.af).

National Assembly

The National Assembly consists of two houses, the *Meshrano Jirga* (House of Elders), and the *Wolesi Jirga* (House of the People).

Members of the *Wolesi Jirga* will be directly elected in provincial constituencies. The Constitution states that there will be no more than 250 seats in the *Wolesi Jirga*. The revised election law grants ten seats to the *kuchi* (nomad) population, three of which are reserved for women. The remaining seats are distributed among the provinces according to the size of the population.

Wolesi Jirga members are elected for five years by free, direct and secret ballot. The Constitution states that there should be, on average, two female members of the *Wolesi Jirga* from each province. Candidates must be at least 25 years of age at the date of candidacy.

Members of the *Meshrano Jirga* will be selected by a mixture of appointments and indirect elections. The Constitution states:

Members of the Meshrano Jirga are elected and appointed as follows:

- *From among the members of each Provincial Council, the respective council elects one person for a period of four years.*
- *From among the District Councils of each province, the respective councils elect one person for a period of three years.*
- *The President from among experts and experienced personalities – including two representatives of the disabled and impaired and two representatives from the nomads – appoints the remaining one third of the members for a period of five years. The President appoints 50 percent of these people from among women.*

Members of the *Meshrano Jirga* should be at least 35 years of age at the date of candidacy. Members of the *Wolesi Jirga* and *Meshrano Jirga* must be Afghan citizens, or have obtained citizenship at least ten years prior to their candidacy or appointment.

It is not possible to be a member of both the *Meshrano Jirga* and *Wolesi Jirga* at the same time. The National Assembly convenes two ordinary sessions a year. Its term is nine months in the year. Sessions are open except if the Chairman of the National Assembly or at least ten members request secrecy and it is granted by the Assembly. National Assembly members are not immune from prosecution for crimes.

Provincial Councils

Provincial Councils will have between nine and 29 members depending on the size of the population, and will be elected in a single provincial constituency. Candidates must reside in the province in which they stand. Candidates cannot

stand for both *Wolesi Jirga* and Provincial Council elections. The revised election law states that a quarter of the seats on a Provincial Council should be reserved for women. Some confusion remains about what the exact role of Provincial Councils will be, as legislation is currently still being drafted. A fact sheet published in mid 2005 by the JEMB states that each Provincial Council will:

- Participate in the development of the provinces and the improvement of administrative affairs;
- Advise and cooperate with the provincial administrations;
- Elect by majority, from amongst its own elected members, one person to represent the province in the *Meshrano Jirga* for a term of four years; and
- Hold more responsibilities as defined by legislation.

District Councils

District Councils will have five to fifteen members depending on the size of the population. Candidates must reside in the district they are standing in. District Councils will elect one third of the members of the *Meshrano Jirga*.

Village Councils and Municipal Councils

The Constitution also calls for the election of Village Councils, Municipal Councils and Mayors through free, general, secret and direct elections. Village Councils are to be elected for three years. The terms of Municipal Councils and Mayors are not yet specified, and the mandates of Village and Municipal Councils are not elaborated on in the Constitution or the Election Law. Elections for these bodies will probably not take place for some time.

Schedule of elections

The Constitution prescribes the following elections schedule:

Election	Frequency
Presidential	Every 5 years
<i>Meshrano Jirga</i> (Presidential Appointees)	Every 5 years
<i>Meshrano Jirga</i> (Provincial Council Representatives)	Every 4 years
<i>Meshrano Jirga</i> (District Council Representatives)	Every 3 years
<i>Wolesi Jirga</i>	Every 5 years
Provincial Councils	Every 4 years
District Councils	Every 3 years
Village Councils	Every 3 years
Municipal Councils	Unspecified
Mayors	Unspecified

Electoral system

The Electoral Law states that the *Wolesi Jirga* will be elected through the Single Non Transferable Vote (SNTV) system, meaning that each eligible Afghan voter casts one vote for one individual in his province for the *Wolesi Jirga*. The principal benefits of the SNTV system are that it is easy to explain to voters and it is simple to count. It also ensures representation of independent candidates, which, in a country suspicious of political parties, can be important.

However, there has been considerable debate about other electoral models, such as Open List Proportional Representation, that might be more appropriate for Afghanistan. SNTV encourages personality-driven, rather than party, politics – which may not be conducive to the advancement of effective democracy in the post-conflict context of Afghanistan. The choice of a voting system will have a significant impact on the path of post-elections politics in Afghanistan.

Allocation of seats

The Constitution states that *Wolesi Jirga* seats are to be distributed between the provinces according to the size of the population. This provision has proven difficult because, in addition to the fact that some district and provincial boundaries remain disputed, there is no authoritative population data available on Afghanistan, and a census is not planned until 2007. The last census in Afghanistan was conducted in 1979 and was never completed. In preparation for the new census, a pre-census household listing survey has been conducted and was complete in 33 of 34 provinces as of June 2005. Seat calculations for the *Wolesi Jirga* have therefore been based on an average of the 1979 census figures adjusted for population growth using an annual population growth rate of 1.92, and the 2004 household listing.

Province	Population	<i>Wolesi Jirga</i> seats		Provincial Council seats	
		Total	Women	Total	Women
TOTAL	21,677,700	249	65	420	124
Badakhshan	790,200	9	2	15	4
Badghis	412,400	4	1	9	3
Baghlan	748,000	8	2	15	4
Balkh	1,052,500	11	3	19	5
Bamyan	371,900	4	1	9	3
Daikundi	383,600	4	1	9	3
Farah	420,600	5	1	9	3
Faryab	824,500	9	3	15	4
Ghazni	1,020,400	11	3	19	5
Ghor	574,800	6	2	15	4

Helmand	767,300	8	2	15	4
Herat	1,515,400	17	5	19	5
Jawzjan	443,300	5	1	9	3
Kabul	3,013,200	33	9	29	8
Kandahar	971,400	11	3	15	4
Kapisa	367,400	4	1	9	3
Khost	478,100	5	1	9	3
Kunar	374,700	4	1	9	3
Kunduz	817,400	9	2	15	4
Laghman	371,000	4	1	9	3
Logar	326,100	4	1	9	3
Nangarhar	1,237,800	14	4	19	5
Nimroz	135,900	2	1	9	3
Nuristan	123,300	2	1	9	3
Paktia	458,500	5	1	9	3
Paktika	362,100	4	1	9	3
Panjshir	127,900	2	1	9	3
Parwan	550,200	6	2	15	4
Samangan	321,500	4	1	9	3
Sari Pul	463,700	5	1	9	3
Takhar	811,700	9	2	15	4
Uruzgan	291,500	3	1	9	3
Wardak	496,700	5	2	9	3
Zabul	252,700	3	1	9	3
<i>Reserved for kuchi</i>		10	3	<i>n/a</i>	<i>n/a</i>

Candidate preparations

Candidate nomination

The candidate nomination process for *Wolesi Jirga* and Provincial Council candidates ran from 30 April to 26 May 2005, during which time a total of 6,102 candidates filed applications at provincial nomination offices.

A total of 2,835 candidates registered to run for the 249 *Wolesi Jirga* seats, including 344 women and 66 *kuchis* (seven of whom were females). On average there are twelve candidates for each *Wolesi Jirga* seat. There will be over 100 candidates on the ballot in Baghlan, Balkh, Ghazni, Herat, Kandahar, Nangarhar and Takhar, and over 400 in Kabul.

After a slow start, due in part to the lack of information available on the role of the Provincial Councils, 3,201 individuals, including 285 women, nominated themselves for a total of 420 seats in these new regional bodies. In only three provinces – Nangarhar (five seats, four candidates), Uruzgan (three seats, no candidates) and Zabul (three seats, two candidates) – were there more female seats than candidates. According to the election law, these seats will remain open until the next elections.

In provinces with a large number of candidates, the ballot papers will resemble a tabloid newspaper, with several pages of candidates. To make identification easier the commission has included photos of the candidates and allocated “neutral” symbols. These images include kites, trees, horses, elephants, petrol pumps and rounds of cheese. Due to the large number of candidates in Kabul, these symbols had to be doubled or tripled in some cases. Voters will need to be careful not to confuse a candidate whose symbol is one kite with a candidate whose symbol is two kites.

Vetting and complaints

Afghanistan’s Constitution states that members of the National Assembly “should not have been convicted by a court for committing a crime against humanity, a crime, or sentenced to deprivation of his/her civil rights”. However, as no one has been (or is likely to be in the near future) prosecuted for crimes against humanity, this constitutional safeguard is currently unused.

The Election Law also specifies that candidates for the *Wolesi Jirga*, Provincial Councils and District Councils shall not:

- Pursue objectives that are opposed to the principles of the holy religion of Islam and the word and spirit of the Constitution;
- Use force, or threaten with, or propagate the use of force;
- Incite ethnic, linguistic, regional or religious tension and discrimination;
- Create a real danger to the rights or freedoms of individuals or intentionally disrupt public order and security;
- Have non-official military forces;
- Receive funds from foreign sources; or
- Receive funds from internal illegal sources.

According to the election timetable of May 2005, the JEMB Secretariat (JEMBS) was to have a four-week window in which to review the 6,000 candidates and respond to complaints. Candidates with links to armed groups, government officials who failed to resign their previous posts, and nominees who had forged signatures on their nomination forms were vetted. In collaboration with the Joint Disarmament Commission, 217 candidates with connections to militias were given until 1 July 2005 to hand over their weapons. On 2 July 2005 the Electoral Complaints Commission (ECC) then made available a provisional list of

candidates omitting those who had been disqualified. Candidates who had been removed had until 7 July to respond, and a final list of confirmed candidates was made public in mid July.

The JEMB has introduced a Code of Conduct that candidates sign when filing their nomination papers. By signing the Code of Conduct, candidates swear an oath that they have not been involved in any crimes or other activities that would disqualify them from standing. If they are subsequently found guilty of a crime, they will have broken the Code of Conduct and will be required to give up their seat.

The ECC, supported by a small team of investigators, is tasked with adjudicating on complaints about electoral offences and challenges to candidates' eligibility. If there is evidence of criminal activity, the ECC can impose warnings, fines or referral to the public prosecution office. If they determine that an electoral offence has been committed, they can even order recounts or a repeat voting.

Political parties

Political parties have a serious image problem in Afghanistan. On the one hand they are associated with the Communist Party and the Russian invasion, and on the other with the Islamist military groups which formed to fight them and whose in-fighting produced much of the instability and bloodshed of the 1990s. Political parties are also often associated with militias which acted with impunity. Many Afghans, including President Karzai, do not trust parties and see them as pursuing self-interested policies for their particular ethnic group, clan or tribe, and one of the reasons that the SNTV election model was chosen is its focus on individuals rather than political parties. However the new Constitution clearly prohibits political parties from having military wings, and a political party registration department was established by the Ministry of Justice to approve those parties that met the criteria set out in the Constitution.

It is widely recognised that political parties are necessary for effective representation of citizens' interests and for effective policy creation and governance. While it is true that most of the major parties in Afghanistan used to, or continue to, have close ties to military groups, there are fledgling parties emerging which have civilian roots and democratic intentions. Organisations such as the National Democratic Institute (NDI) are working with nascent parties to build capacity, promote party development and encourage coalition building. Parties have begun working together – for example, lobbying for a delay in the *Wolesi Jirga* and Provincial Council elections, and calling for change to the electoral system.

As of June 2005, 65 parties had been approved and registered by the Ministry of Justice. However, only a small percentage of candidates have indicated party affiliation in their nomination papers. The decision has therefore been made not to show political party affiliation on the ballot; while this will make the ballot

papers simpler, it may prevent voters from knowing the alliances of those for whom they are voting.

Election logistics and operations

Civic education

Afghanistan has a very high rate of illiteracy and many adult Afghans have received little formal education. Explaining the new democratic institutions, the election process and voting rights is a very complex and challenging exercise, particularly in a country with extremely limited infrastructure and many remote villages.

Anecdotal evidence suggests that many Afghans are confused about this next stage of elections and do not understand what they are for. A huge civic education effort is needed if Afghans are to properly understand what they are voting for, how they can vote most effectively for their interests and what they should expect of their representatives in the *Wolesi Jirga* and Provincial Councils.

ACSF, p 3

Several different actors are involved in civic education work in the lead-up to the September vote. The International Foundation for Election System (IFES) and the Afghan Civil Society Forum (ACSF) have been contracted to conduct a massive face-to-face civic education programme. IFES is covering the central region (Kabul, Kapisa, Logar, Panjshir, Parwan and Wardak) and ACSF is working on the remaining 28 provinces. IFES and ACSF use JEMB materials that highlight key election messages about the role of the *Wolesi Jirga* and Provincial Councils, and the importance and process of elections.

The JEMB is also running a Small Grants Programme that gives grants of US\$50–\$1,000 to community groups and civil society organisations for civic education activities. In addition, thousands of posters and brochures have been produced, and radio, TV and travelling theatre are bringing election messages to the Afghan public.

Voter registration

As part of the Presidential election process, an enormous voter registration exercise was carried out throughout Afghanistan. Between 1 December 2003 and 20 August 2004, a massive 10,567,834 registration cards were issued. Approximately 41.3 percent of registered voters are female. Multiple registrations may have been a problem, but the numbers involved are still remarkable given the logistical difficulties involved.

Since the last round of registration, many Afghans will have turned eighteen and now be eligible to vote; some will have returned from Iran, Pakistan or other countries in the ongoing repatriation effort; and others who have already registered may have moved provinces. In the Presidential elections, there was

only one constituency and no need for voters to be tied to a particular location. In the next round, voters are voting for provincial representatives and therefore need to be tied to a particular province as stated on their voter registration card. Afghans will only be permitted to vote in the province in which they are registered.

A further four-week period of registration took place in mid 2005 to reach an estimated one to two million Afghans who needed to register for the first time or to correct their details to avoid being turned away at the polling stations. In late June, the JEMB opened registration/re-registration centres in district capitals around the country, though some openings were delayed because of security problems. These centres were to stay open until 21 July.

Polling centres and staffing

In the days and weeks leading up to the election an enormous logistical operation will be rolled out to enable more than 10 million Afghans to vote at 30,000 polling stations in 5,000 polling centres around the country. The JEMBS will employ around 4,500 regular staff in the run-up to September, and it plans to have up to 200,000 staff working on election day.

Elections monitoring and observation

In the months before the Presidential elections in 2004, the tense security situation led many international bodies to severely limit their plans for observation and monitoring missions. The month before the polls, the Organisation for Security and Cooperation in Europe (OSCE) stated that “current and anticipated conditions in Afghanistan are significantly below those regarded by the OSCE as the minimal necessary for any meaningful election observation.”

As a result, the OSCE only sent a limited support mission of around 40 international staff. The EC sent a “Democracy and Election Support Mission” with 25 election and field experts. The Asian Network for Free Elections (ANFREL), a partner of The Asia Foundation, sent 42 delegates. A limited number of additional international observers were deployed from among the staff of diplomatic missions in Kabul, international NGOs and other organisations based in Afghanistan. The total number of observers paled in comparison to the large numbers of international monitors that have been deployed in other post-conflict elections, such as in Kosovo and East Timor.

Although the security situation deteriorated during early to mid 2005 in many parts of the country, it is hoped that a larger international and domestic monitoring effort will be mounted for the *Wolesi Jirga* and Provincial Council elections, particularly given the fact that more intimidation and vote buying is anticipated.

The EU is planning to send a full observer mission (security permitting), with a mixture of long- and short-term observers. In July 2005, the OSCE was under-

taking an assessment for an observer team, but were unlikely to send a full mission. ANFREL are planning to send a delegation, although the size and scope will depend on security.

Afghanistan now has its own domestic monitoring body, the Free and Fair Election Foundation of Afghanistan (FEFA). FEFA was established in March 2004 by a group of Afghan NGOs with support from NDI. The organisation aims to increase the integrity of the election process through advocacy, civic education and monitoring. For the *Wolesi Jirga* and Provincial Council elections, FEFA plans to have monitors (one male and one female) in 219 districts, or 65 percent of polling centres. FEFA now consists of more than twenty partner organisations. Their current plans are to train observers and monitor the voting on 18 September.

Media preparations

A media commission was set up just before the Presidential vote. Due to the haste with which it was established, there was little time to inform the public about the commission's existence and role. Since then, a review has been conducted and recommendations for improvement have been registered with the JEMB. The media commission for the *Wolesi Jirga* and Provincial Council elections was operational by July 2005 and was tasked with media monitoring and ensuring fair and balanced reporting of the election process. The media commission will attempt to ensure that all candidates get fair access to media coverage – a mammoth task given that there are over 6,000 candidates and a plethora of newspapers, magazines and radio stations operating around the country.

Campaigning on the television and radio was banned until the start of the official campaign period on 16 August, and campaign advertisements in the print media are prohibited throughout the election process. During the official campaign period each *Wolesi Jirga* and Provincial Council candidate will be given short spots on the TV or radio.

Security challenges

On election day, security arrangements similar to those of the Presidential elections will be undertaken: the Afghan National Army (ANA) and the Afghan National Police (ANP) will be at the frontline of election security, with ISAF and the Coalition Forces on call as back-up. While military observers seem genuinely impressed with the newly trained ANA, there are ongoing concerns about the allegiances of the ANP and their capacity to uphold the rule of law. ISAF plans to bring in 2,000 extra troops (from Romania, the Netherlands and Spain) before the election to be deployed in Kabul, Mazar-i-Sharif and Herat respectively. The US-led Coalition Forces will have an additional 500–700 troops on standby outside Afghanistan in case of major unrest.

ANA, p 5
ANP, p 6
ISAF, p 35
Coalition, p 24

During preparations for the Presidential elections there were several targeted attacks on election workers that resulted in twelve deaths and 33 injuries. There was much concern that polling stations, voters or election workers would be attacked on election day itself in an attempt to disrupt or discredit the process, but the day passed without major incident.

Optimism about improved security after a quiet winter was dashed by a spate of violent incidents in the spring and summer of 2005. According to Associated Press figures, 465 suspected insurgents, 29 US troops, 38 Afghan police and soldiers, and 125 civilians were killed between April and June, 2005. In May, violent demonstrations in several cities led to the deaths of at least fifteen Afghans, a suicide bomb in an internet café in Kabul killed one international UN staff member and two Afghans, and an Italian aid worker was kidnapped and held in captivity for 24 days. In June, a huge explosion inside a mosque in Kandahar caused at least twenty deaths and 40 injuries.

Some of the violence appeared to be directly targeted at the elections process. For example, an NGO worker involved in civic education on the elections process was killed in Uruzgan in June, and a JEMB convoy was attacked in Kandahar province leading to the death of one man. Two candidates were killed (in Uruzgan and Ghazni provinces). It is impossible to say if these killings were directly election related, but security analysts and election officials were expecting more violence aimed at election workers in the lead-up to the elections.

Separate from the security threat presented by the Taliban or other anti-government groups, there is more chance of factional and community unrest during this next phase of elections than there was in the October 2004 vote. Whereas the Presidential elections were, to some extent, a one-person race, voting for the *Wolesi Jirga* and Provincial Councils has the potential to make real changes to power structures at the local level, and as a result may threaten the power of local commanders or community leaders. Some of these players may resort to intimidation and violence if they feel their positions of influence are under threat.

Other than the implications that counter narcotics operations may have on the general security situation, it is also anticipated that powerful figures in the drug trade will want to influence the outcome of the elections in order to protect their interests. Drug traders are believed to be extremely powerful, with networks of armed groups who could be used to intimidate voters, election staff and local security actors.

Key actors

Joint Electoral Management Body

JEMB, p 37

The Presidential elections were planned and executed by the Joint Electoral Management Body (JEMB) and its Secretariat (JEMBS). The JEMB was made up of six Afghans and five international elections experts who provided guidance and policy input to the process. The Afghan component of the JEMB was known as the Interim Afghan Electoral Commission (IAEC) and was a temporary body established by Presidential Decree in 2003.

UNAMA, p 59

A permanent Independent Electoral Commission (IEC) as mandated by the Constitution has now been convened. Its nine Afghan members were appointed by President Karzai in January 2005 for a three-year period and can be re-appointed for a second term. The JEMB now consists of the IEC as well as four international experts appointed by UNAMA. The election administration is headed by the Chief Electoral Officer who is a non-voting member of the JEMB.

The JEMB is not a legislative body, and while it can submit drafts of legal documents and provide expert advice to the government, it is ultimately the President and the Cabinet who make the final decisions on legal issues. The JEMB is responsible for writing and implementing rules, regulations and procedures that govern specific election activities.

The JEMBS will continue to act as the executive arm of the JEMB for the *Wolesi Jirga* and Provincial Council elections. It is supported by the United Nations Office for Project Services (UNOPS) which is responsible for the bulk of the logistical work throughout the provinces.

Provincial Election Commissions

Provincial Election Commissions (PECs) have been set up in each province. The PECs were “appointed by the JEMB based on nominations submitted to it by a panel composed of the UNAMA Regional Head of Office, the provincial governor, and a member of a civil society organisation recommended by the Afghan Independent Human Rights Commission (AIHRC).”² The PECs have three members, including at least one woman. The PECs, whose activities are guided by a Code of Conduct, play a variety of roles including receiving and processing complaints and monitoring the free and fair conduct of polling. The PECs have received training from IFES.

Electoral Complaints Commission

The Electoral Complaints Commission (ECC) is mandated by Article 52 of the revised Election Law. The ECC has five members: one Afghan nominated by the Supreme Court, one Afghan nominated by the AIHRC and three internationals

² JEMB Decision 2005 -19, Article 1 (2)

nominated by the Special Representative of the Secretary-General (SRSG). They elected one of their members as Chair. The ECC, supported by a small team of investigators, is tasked with adjudicating on complaints about electoral offences and challenges to candidates' eligibility. If there is evidence of criminal activity, the ECC can impose warnings, fines or referral to the public prosecution office. If they determine that an electoral offence has been committed, they can even order recounts or a repeat voting.

United Nations

UNAMA, p 59 The United Nations Assistance Mission in Afghanistan (UNAMA) is tasked with supporting the Bonn process, which culminates in the upcoming elections. UNAMA has been working with the Afghan government and the JEMB on many aspects of the election project. The United Nations Office for Project Services (UNOPS) is providing logistical and organisational support to the process.

Coalition Forces and ISAF

Coalition, p 24 The international military forces in Afghanistan – the Coalition Forces (troops
OEF, p 51 engaged in Operation Enduring Freedom) and the International Security Assist-
ISAF, p 35 ance Force, or ISAF (the peacekeeping force) – will provide security support to the
elections process. In some cases they will also assist with heavy lifting and the
distribution of materials.

Kroll Inc.

Due to the difficult security situation during the Presidential election, a private company, Global Risk Strategies, was contracted to provide security and logistics support to voter registration and election staff. For the *Wolesi Jirga* and Provincial Council elections, Kroll Inc., another international risk consulting company has been contracted by The Asia Foundation (TAF) to provide operational and logistic support to the JEMB. This includes support for voter registration, polling centre identification, security reporting and security coordination. The Kroll Election Team has operations officers in all JEMBS regional and provincial offices. At the provincial level, Kroll also helps train national staff on security issues and routines.

The Asia Foundation

The Asia Foundation (TAF) is involved in several election-related projects, including operational and logistics support to the JEMBS (through Kroll); civic education through radio, travelling theatre and other media; observation through a planned partnership with ANFREL; media training for journalists and candidates; and longer-term capacity-building for elections administrators.

International Republican Institute

The International Republican Institute (IRI) is supporting several civil society organisations, conducting voter education work and providing training to indepen-

dent election candidates. Its voter training projects are particularly focused on remote areas of the country, and aim to educate Afghans on the nature of the parliament, the role of political parties, the electoral law, and how to stand as a candidate. IRI will also provide training to potential independent candidates, both male and female, in cities and rural areas.

National Democratic Institute

The National Democratic Institute (NDI) provides technical advice and training to political parties and election candidates, promotes political participation among Afghan citizens, and supports domestic monitoring activities through FEFA. They have established eight Election Training and Information Centres around the country where candidates can access computers, and receive advice on campaigning, dealing with the media and other relevant skills. NDI also provides support to the political party registration department at the Ministry of Justice, and are planning outreach work on the Code of Conduct for candidates to ensure that all the relevant people understand their obligations in relation to it.

International Foundation for Election Systems

The International Foundation for Election Systems (IFES) provided technical support to the 2004 voter registration project and the Presidential election process. They also ran civic education projects in the run-up to the Presidential elections and in early 2005 about the National Assembly. They ran a training programme for the new Provincial Election Commissions and were to set up a Media Results Centre. IFES was contracted to run the official voter education programme in the central region of the country for the September 2005 elections.

Afghan Civil Society Forum

ACSF, p 3 The Afghan Civil Society Forum (ACSF) is an informal network of civil society groups which provides a platform for dialogue and aims to develop a role for civil society in political decision-making. ACSF carried out public education work on the constitution-making process and the Presidential elections. It has been tasked by the JEMB to implement the official voter education programme for the *Wolesi Jirga* and Provincial Council elections in 28 of Afghanistan's 34 provinces. ACSF's civic education work is being carried out by around 1500 staff working for fifteen partner organisations.

Free and Fair Election Foundation of Afghanistan

With support from the NDI, the Free and Fair Election Foundation of Afghanistan (FEFA) was established in March 2004 by a group of Afghan NGOs to act as Afghanistan's own domestic elections monitoring body. As of July 2005, FEFA consists of more than twenty partner organisations. For the *Wolesi Jirga* and Provincial Council elections, FEFA plans have one male and one female monitor in polling centres in 219 of the country's 364 districts.

After the elections

Local governance

NSP, p 48 The mandates and roles of Provincial, District and Village Councils need to be clarified. There is a need for coordination between these new councils and existing bodies such as those of the public administration, the National Solidarity Programme (NSP) Community Development Councils, informal *shuras* and other provincial coordination bodies.

Electoral system

Afghanistan's current electoral system is a very expensive one. Based on the current model, there could be elections in thirteen or more of the next twenty years. It will be a challenge to find donors to pay for such an expensive system in the longer term, and it is unlikely that Afghanistan will be able fund them itself for many years, given the many other pressing demands on its revenues.

There have been significant concerns about Afghanistan's current Single Non Transferable Vote (SNTV) electoral system. Under SNTV, a party could win the majority of the votes in their province, but not win a majority of the seats, as all the votes go to the individual and not the party. SNTV can also have a negative impact on the development of effective parliamentary politics by encouraging candidates to push local, ethnic or tribal issues, rather than promoting a national agenda and encouraging coalition building and cooperation between ethnic or regional groupings.

There has been considerable debate about other electoral models that might be more appropriate for Afghanistan. Many electoral experts have presented strong arguments that Open List Proportional Representation (PR) would be a better system, due to its transparent translation of votes into seats, its encouragement of national-based multi-ethnic parties, and its constructive promotion of female representation.

Support to the National Assembly

SEAL, p 57 Work is underway to build the capacity of the National Assembly. This includes physical work on the National Assembly premises, the establishment of administrative structures, and the training of support staff. The two-year Support to the Establishment of the Afghan Legislature (SEAL) project will provide technical and financial assistance to the Afghan parliament in numerous areas such as legal support, information and communication technologies, parliamentary outreach and public awareness programmes, project management and specialised training. Key actors in the US\$15 million project are France (the lead nation for parliamentary support), UNDP, UNAMA and the Afghan government.

UNAMA, p 59

However, the September 2005 elections are expected to produce a fragmented legislature, dominated by independents strung together by loose alliances. Parties

and more formal alliances are likely to coalesce over time but will probably be based on regional interests. Most observers expect to see groupings along ethnic and regional lines rather than parties based on ideology and cross-national support.

In such a fluid political environment, the issue of “crossing the floor” may arise. That is, even if a *Wolesi Jirga* member is elected with a party affiliation, they may defect to another party or block when they sit in parliament. The powers of patronage of both the executive and leading regional blocks can be used to attract party members to jump ship and alter the dynamics of the new parliament.

The legitimacy of the *Wolesi Jirga* will depend largely on its ability to effectively deal with the executive and its capacity to review and design legislation. Sufficient training for the members of the *Wolesi Jirga* and adequate resources for the legislature – staff, technology, and the means to keep in touch with constituents – will be of particular importance in ensuring the capacity of the *Wolesi Jirga*.

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The Constitution of Afghanistan

(Unofficial Translation¹)

Year 1382

In the Name of God, the Merciful, the Compassionate

Contents

Preamble

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In the name of God, the Merciful, the Compassionate (a verse of the Holy Koran)

Preamble

We the people of Afghanistan:

- 1 With firm faith in God Almighty and relying on His lawful mercy, and believing in the sacred religion of Islam;
- 2 Realising the injustice and shortcoming of the past, and the numerous troubles imposed on our country;
- 3 While acknowledging the sacrifices and the historic struggles, rightful *jihad* and just resistance of all people of Afghanistan and respecting the high position of the martyrs for freedom of the country;
- 4 With the understanding that Afghanistan is a single and united country and belongs to all ethnicities residing in this country;

¹ This is an unofficial translation of the 2004 Constitution; refer to the Dari and Pashto versions for accuracy.

- 5 Observing the United Nations Charter and respecting the Universal Declaration of Human Rights;
- 6 For strengthening national unity, safeguarding independence, national sovereignty, and territorial integrity of the country;
- 7 For establishing a government based on people's will and democracy;
- 8 For creation of a civil society free of oppression, atrocity, discrimination, and violence and based on the rule of law, social justice, protection of human rights, and dignity and ensuring the fundamental rights and freedoms of the people;
- 9 For strengthening the political, social, economic, and defensive institutions of the country;
- 10 For ensuring a prosperous life and sound environment for all those residing in this land; and
- 11 Finally for regaining Afghanistan's deserving place in the international community;

have adopted this constitution in accordance with historical, cultural, and social requirements of the era, through our elected representatives in the *Loya Jirga* dated 14 *Jaddi* 1382 in the city of Kabul.

Chapter One: The State

- Article 1
- Afghanistan is an Islamic Republic, independent, unitary and indivisible state.
- Article 2
- The religion of the state of the Islamic Republic of Afghanistan is the sacred religion of Islam.
 - Followers of other religions are free to exercise their faith and perform their religious rites within the limits of the provisions of law.
- Article 3
- In Afghanistan no law can be contrary to the beliefs and provisions of the sacred religion of Islam.
- Article 4
- National sovereignty in Afghanistan belongs to the nation that exercises it directly or through its representatives.
 - The nation of Afghanistan consists of all individuals who are the citizens of Afghanistan.
 - The nation of Afghanistan is comprised of Pashtun, Tajik, Hazara, Uzbek, Turkman, Baluch, Pashai, Nuristani, Aymaq, Arab, Qirghiz, Qizilbash, Gujur, Brahwei and other ethnic groups.
 - The word Afghan applies to every citizen of Afghanistan.

- No member of the nation can be deprived of his/her citizenship of Afghanistan.
 - Affairs related to the citizenship and asylum are regulated by law.
- Article 5
- Implementation of the provisions of this constitution and other laws, defending independence, national sovereignty, territorial integrity, and ensuring the security and defense capability of the country, are the basic duties of the state
- Article 6
- The state is obliged to create a prosperous and progressive society based on social justice, protection of human dignity, protection of human rights, realisation of democracy, and to ensure national unity and equality among all ethnic groups and tribes and to provide for balanced development in all areas of the country.
- Article 7
- The state shall observe Charter of the United Nations, international treaties, international conventions that Afghanistan is a part to, and the Universal Declaration of Human Rights.
 - The state prevents all types of terrorist activities, cultivation and smuggling of narcotic drugs and production and consumption of intoxicants (*muskirat*).
- Article 8
- The state regulates the foreign policy of the country on the basis of preserving the independence, national interests, territorial integrity, non-interference, good neighborliness, mutual respect, and equal rights.
- Article 9
- Mines and other underground resources and cultural heritages are the properties of the state.
 - Protection, management and mode of proper utilisation of the public properties shall be regulated by law.
- Article 10
- The state encourages and protects private investments and enterprises based on the market economy and guarantees their protection in accordance with the provisions of law.
- Article 11
- Affairs related to the domestic and external trade shall be regulated by law in accordance with the needs of the national economy and the public interest.
- Article 12
- Da Afghanistan Bank is the central and independent bank of the state.

- Issuance of currency and formulation and implementation of monetary policy of the country are the mandates of the central bank in accordance with the law.
 - The central bank shall consult the economic commission of the *Wolesi Jirga* in matters related to printing of currency.
 - Structure and operation of this bank shall be regulated by law.
- Article 13
- The state shall formulate and implement effective programs for the development of industries, growth of production, increasing of public living standards and support to craftsmanship.
- Article 14
- The state shall design and implement within its financial resources effective programs for the development of agriculture and animal husbandry, improving the economic, social and living conditions of farmers, herders, settlement and living conditions of the nomads.
 - The state adopts necessary measures for housing and distribution of public estates to deserving citizens in accordance within its financial resources and the law.
- Article 15
- The state is obliged to adopt necessary measures for safeguarding and improving forests and the environment.
- Article 16
- From among the languages of Pashtu, Dari, Uzbeki, Turkmani, Baluchi, Pashai, Nuristani, Pamiri and other languages spoken in the country, Pashtu and Dari are the official languages of the state.
 - In areas where the majority of people speak one of the Uzbeki, Turkmani, Baluchi, Pashai, Nuristani and Pamiri languages, that language shall be recognised as third official language in addition to Pashtu and Dari, the modality of its implementation shall be regulated by law.
 - The state adopts and implements effective plans for strengthening and developing all languages of Afghanistan.
 - Publications and mass media are allowed in all languages spoken in the country.
 - The existing national academic and administrative terminology of the country shall be preserved.
- Article 17
- The state shall adopt necessary measures for promotion of education in all levels, development of religious education and organising and improving the conditions of mosques, *madrasas* and religious centres.

- Article 18
- The calendar of the country shall be based on the migration of the Prophet (PBUH).
 - The basis of work for state offices shall be the solar calendar.
 - Fridays and the 28th of *Asad* and the 8th of *Sawr* are public holidays.
 - Other holidays shall be regulated by law.
- Article 19
- The Afghan flag is made up of three equal parts, with black, red and green colors juxtaposed from left to right perpendicularly.
 - The width of every colored piece is equal to half of its length. The national insignia is located in the centre of the flag. The national insignia of the state of Afghanistan is composed of *Mehrab* and pulpit in white color. Two flags are located on its two sides. In the upper-middle part of the insignia the sacred phrase of “There is no God but Allah and Mohammad is his prophet, and Allah is Great” is placed, along with a rising sun. The word “Afghanistan” and year 1298 (solar calendar) is located in the lower part of the insignia. The insignia is encircled with two branches of wheat.
 - The law shall regulate the use of national flag and emblem.
- Article 20
- The National Anthem of Afghanistan shall be in Pashtu and mention “Allahu Akbar” and the names of the ethnic groups of Afghanistan.
- Article 21
- The capital of Afghanistan is the city of Kabul.

Chapter Two: Fundamental Rights and Duties of Citizens

- Article 22
- Any kind of discrimination and privilege between the citizens of Afghanistan are prohibited.
 - The citizens of Afghanistan – whether woman or man – have equal rights and duties before the law
- Article 23
- Life is a gift of God and a natural right of human beings. No one shall be deprived of this right except by the provision of law.
- Article 24
- Liberty is the natural right of human beings. This right has no limits unless affecting the rights of others and public interest, which are regulated by law.
 - Liberty and dignity of human beings are inviolable.
 - The state has the duty to respect and protect the liberty and dignity of human beings.
- Article 25
- Innocence is the original state.

- An accused is considered innocent until convicted by a final decision of an authorised court.
- Article 26
- Crime is a personal action.
 - The prosecution, arrest, and detention of an accused and the execution of penalty cannot affect another person.
- Article 27
- No act is considered a crime, unless determined by a law adopted prior to the date the offense is committed.
 - No person can be pursued, arrested or detained but in accordance with the provisions of law.
 - No person can be punished but in accordance with the decision of an authorised court and in conformity with the law adopted before the date of the offense.
- Article 28
- No citizen of Afghanistan accused of a crime can be extradited to a foreign state unless according to mutual agreement and international conventions that Afghanistan has joined.
 - No Afghan would be sentenced to deprivation of citizenship or to exile inside the country or abroad.
- Article 29
- Torture of human beings is prohibited.
 - No person, even with the intention of discovering the truth, can resort to torture or order the torture of another person who may be under prosecution, arrest, detention or convicted to be punished.
 - Punishment contrary to human integrity is prohibited.
- Article 30
- Any statement, confession or testimony obtained from an accused or of another person by means of compulsion, are invalid.
 - Confession to a crime is a voluntary admission before an authorised court by an accused in a sound state of mind.
- Article 31
- Every person upon arrest can seek an advocate to defend his/her rights or to defend his/her case for which he/she is accused under the law.
 - The accused upon arrest has the right to be informed of the attributed accusation and to be summoned to the court within the limits determined by law.
 - In criminal cases, the state shall appoint an advocate for a destitute.
 - The confidentiality of oral, written or telephonic communications between an advocate and his/her accused client are immune from invasion.

- The duties and authorities of advocates shall be regulated by law.
- Article 32
- Being in debt does not limit a person's freedom or deprive him/her of liberty.
 - The mode and means of recovering a debt shall be regulated by law.
- Article 33
- The citizens of Afghanistan have the right to elect and be elected.
 - Law regulates the conditions and means to exercise this right.
- Article 34
- Freedom of expression is inviolable.
 - Every Afghan has the right to express thoughts through speech, writing, or illustration or other means by observing the provisions of this Constitution.
 - Every Afghan has the right to print or publish topics without prior submission to the state authorities in accordance with the law.
 - Directives related to printing house, radio, television, press, and other mass media, shall be regulated by law.
- Article 35
- The citizens of Afghanistan have the right to form social organisations for the purpose of securing material or spiritual aims in accordance with the provisions of law.
 - The citizens of Afghanistan have the right to form political parties in accordance with the provisions of law, provided that:
 - 1 The program and charter of the party are not contrary to the principles of sacred religion of Islam, and the provisions and values of this Constitution;
 - 2 The organisational structure, and financial sources of the party are made public;
 - 3 The party does not have military or paramilitary aims and structures; and
 - 4 Should have no affiliation to a foreign political party or sources.
 - Formation and functioning of a party based on ethnicity, language, religious sect and region is not permissible.
 - A party set up in accordance with provisions of the law shall not be dissolved without lawful reasons and the decision of an authorised court.
- Article 36
- The citizens of Afghanistan have the right to unarmed demonstrations for legitimate peaceful purposes in accordance with the law.

- Article 37
- Confidentiality and freedom of correspondence and communication whether in the form of letters or through telephone, telegraph and other means are immune from invasion.
 - The state does not have the right to inspect personal correspondence and communication unless authorised by the provisions of law.
- Article 38
- A person's residence is immune from invasion.
 - Other than the situations and methods indicated in the law, no one, including the state, is allowed to enter or inspect a private residence without prior permission of the resident or holding a court order.
 - In case of an evident crime, an official in charge of the situation can enter or conduct a house search prior to the permission of the court.
 - The official involved in the situation is required to obtain a subsequent court order for the house search within the period indicated by law.
- Article 39
- Every Afghan has the right to travel or settle in any part of the country except in the regions forbidden by law.
 - Every Afghan has the right to travel abroad and return home in accordance with the provisions of law.
 - The state shall protect the rights of the citizens of Afghanistan abroad.
- Article 40
- Property is immune from invasion.
 - No person shall be forbidden from acquiring and making use of a property except within the limits of law.
 - No person's property shall be confiscated without the provisions of law and the order of an authorised court.
 - Acquisition of a person's property, in return for a prior and just compensation within the bounds of law, is permitted only for securing public interests in accordance with the provisions of law.
 - Inspection and disclosure of a private property are carried out only in accordance with the provisions of law.
- Article 41
- Foreign individuals do not have the right to own immovable property in Afghanistan.
 - Lease of immovable property for the purpose of investment is permissible in accordance with the law.
 - The sale of estates to diplomatic missions of foreign countries and to those international agencies of which Afghanistan is a member is permissible in accordance with the provisions of law.

- Article 42
- Every Afghan is obligated to pay taxes and duties to the government in accordance with the provisions of law.
 - No taxes and duties are enforced without provisions of the law.
 - The rate of taxes and duties and the method of payments are determined by law on the basis of observing social justice.
 - This provision is also applied to foreign individuals and agencies.
 - Every kind of tax, duty and income collected shall be delivered to the State account.
- Article 43
- Education is the right of all citizens of Afghanistan, which shall be provided up to the level of the Bachelors (*lisans*) free of charge by the state.
 - The state is obliged to devise and implement effective programs for a balanced expansion of education all over Afghanistan, and to provide compulsory intermediate level education.
 - The state is also required to provide the opportunity to teach native languages in the areas where they are spoken.
- Article 44
- The state shall devise and implement effective programs for balancing and promoting education for women, improving of education of the nomads and elimination of illiteracy in the country.
- Article 45
- The state shall devise and implement a unified educational curriculum based on the provisions of the sacred religion of Islam, national culture, and in accordance with academic principles, and develops the curriculum of religious subjects on the basis of the Islamic sects existing in Afghanistan.
- Article 46
- Establishing and operating of higher, general and vocational education are the duties of the state.
 - The citizens of Afghanistan also can establish higher, general, and vocational private educational institutions and literacy courses with the permission of the state.
 - The state can also permit foreign persons to set up higher, general and vocational educational private institutes in accordance with the law.
 - The conditions for admission to state higher education institutions and other related matters to be regulated by the law.
- Article 47
- The state shall devise effective programs for the promotion of science, culture, literature and the arts.

- The state guarantees the rights of authors, inventors, and discoverers and encourages and supports scientific researches in all areas and publicises the effective use of their results in accordance with the law.
- Article 48
- Work is the right of every Afghan.
 - Working hours, paid holidays, right of employment and employee and other related affairs are regulated by law.
 - Choice of occupation and craft is free within the limits of law.
- Article 49
- Forced labor is forbidden.
 - Active participation in times of war, calamity, and other situations threatening lives and public welfare is a national duty of every Afghan.
 - Children shall not be subjected to forced labor.
- Article 50
- The state is obliged to adopt necessary measures for creation of a strong and sound administration and realisation of reforms in the administration system of the country.
 - Government offices are bound to carry their work with full neutrality and in compliance with the provisions of law.
 - The citizens of Afghanistan have the right of access to the information from the government offices in accordance with the provisions of law.
 - This right has no limits, unless violation of the rights of the others.
 - The citizens of Afghanistan are employed for state services on the basis of qualification without any kind of discrimination and in accordance with the law.
- Article 51
- Any person suffering undue harm by government action is entitled to compensation, which he can claim by appealing to court.
 - With the exception of situation stated in the law, the state cannot claim its right without the order of an authorised court.
- Article 52
- The state is obliged to provide free means of preventive health care and medical treatment, and proper health facilities to all citizens of Afghanistan in accordance with the law.
 - The state encourages and protects the establishment and expansion of private medical services and health centres in accordance with law.
 - The state in order to promote physical education and improve national and local sports adopts necessary measures.
- Article 53
- The state takes necessary measures for regulating medical services and financial support to descendants of martyred and lost, reintegration of

the disabled and handicapped individuals and their active participation in the society in accordance with the law.

- The state guarantees the rights of pensioners and renders necessary assistance to needy elders, women without caretakers, disabled and handicapped individuals and needy orphans in accordance with the law.

- Article 54
- Family is a fundamental unit of society and is supported by the state.
 - The state adopts necessary measures to ensure physical and psychological well being of family, especially of child and mother, upbringing of children and the elimination of traditions contrary to the principles of sacred religion of Islam.

- Article 55
- The defense of the country is the responsibility of all citizens of Afghanistan.
 - The conditions for military services are regulated by law.

- Article 56
- Observing the provisions of the Constitution, obeying the laws, adhering to public law and order are the duties of all people of Afghanistan.
 - Ignorance about the provisions of law is not considered an excuse.

- Article 57
- The state guarantees the rights and liberties of the foreign citizens residing in Afghanistan in accordance with the law.
 - These people are obliged to observe the laws of the state of Afghanistan in accordance with the International Law.

- Article 58
- The State, for the purpose of monitoring the observation of human rights in Afghanistan, and their promotion and protection, shall establish the Independent Human Rights Commission of Afghanistan.
 - Everyone in case of violation of his/her rights can report complaint to this Commission.
 - The Commission can refer the cases of violation of the human rights of the persons to the legal authorities, and assist them in defending their rights.
 - Structure and mode of function of this Commission will be regulated by law.

- Article 59
- No one can misuse the rights and freedoms under this Constitution against independence, territorial integrity, sovereignty and national unity.

Chapter Three: The President

- Article 60
- The President is the head of state of the Islamic Republic of Afghanistan, and conducts his authorities in executive, legislative, and judiciary branches in accordance with the provisions of this Constitution.
 - The President shall have first and second Vice Presidents.
 - The candidate to the Presidency on his or her candidacy shall also declare the names of the Vice Presidents to the nation.
 - The First Vice President in the absence, resignation, and or death of the President, acts in accordance with the provisions of this Constitution.
 - In the absence of the first Vice President, the second Vice President shall act in accordance with the provisions of this Constitution.
- Article 61
- The President is elected by receiving more than 50 percent of the votes cast through free, general, secret, and direct voting.
 - The presidential term expires on the first of *Jawza* of the fifth year after the elections.
 - Elections for the new President are held within thirty to sixty days before the end of the presidential term.
 - If none of the candidates succeeds to receive more than 50 percent of the votes in the first round, a run-off election shall be held within two weeks.
 - In this round, only two candidates with the highest number of votes will participate.
 - In the run-off, the candidate who gets the majority of the votes shall be elected as the President.
 - In case of death of one of the candidates during the first or second round, after the elections or prior to the announcement of the results of elections, new elections shall be held in accordance with the provisions of law.
- Article 62
- Presidential candidates should possess the following qualifications:
 - 1 Should be citizen of Afghanistan, Muslim and born of Afghan parents, and should not have citizenship of another country;
 - 2 On the day of becoming a candidate, his age should not be less than forty years; and
 - 3 Should not have been convicted of crimes against humanity, criminal act, or deprivation of the civil rights by a court.
 - No one can be elected as President for more than two terms.
 - The provision of this Article is applies to the Vice Presidents as well.

- Article 63
- The President-elect, prior to resumption of his/her duties, performs the following oath in accordance with the rules of procedures prescribed by law:
In the name Allah, the Merciful, the Compassionate. In the name God Almighty, in the presence of you representatives of the nation of Afghanistan, I swear to obey and safeguard the provisions of the sacred religion of Islam, to observe the Constitution and other laws of Afghanistan and supervise their implementation; to safeguard the independence, national sovereignty, and the territorial integrity of Afghanistan and the fundamental rights and interests of the people of Afghanistan, and with the assistance of God and the support of the nation, to make great and sincere efforts for the happiness and progress of the people of Afghanistan.
- Article 64
- The power and duties of the President are as follows:
 - 1 Supervising the implementation of the Constitution;
 - 2 Determining the fundamental policies of the state with the approval of the National Assembly;
 - 3 Being the Command-in-Chief of the armed forces of Afghanistan;
 - 4 Declaration of war and ceasefire with the confirmation of the National Assembly;
 - 5 Taking the required decision to defend the territorial integrity and protect the independence;
 - 6 Sending contingents of the armed forces to foreign countries with the confirmation of the National Assembly;
 - 7 Convening *Loya Jirga* except in the situation stated in Article 68 of this Constitution;
 - 8 Declaring the state of emergency and ending it with the confirmation of the National Assembly;
 - 9 Inaugurating the National Assembly and the *Loya Jirga*;
 - 10 Accepting resignation of the Vice Presidents;
 - 11 Appointing Ministers, the Attorney General, the Governor of the Central Bank, Head of the National Security Directorate and the President of the Afghan Red Crescent Society with the confirmation of the *Wolesi Jirga*, dismissing them and accepting their resignations;
 - 12 Appointing the head and members of the Supreme Court with the confirmation of the *Wolesi Jirga*;
 - 13 Appointing, retiring and accepting the resignation of and dismissing judges, officers of the armed forces, police, national security, and high-ranking officials in accordance with the law;

- 14 Appointing heads of the diplomatic missions of Afghanistan in foreign countries and international organisations;
- 15 Accepting the credentials of diplomatic missions in Afghanistan;
- 16 Signing laws and legislative decrees;
- 17 Issuing credential letter for the conclusion of bilateral and international treaties in accordance with the provisions of law;
- 18 Reducing and pardoning penalties in accordance with the law;
- 19 Issuing medals and honorary titles in accordance with the provision of law;
- 20 Establishing commissions for the improvement of the administrative condition of the country, in accordance with the law; and
- 21 Exercising other authorities in accordance with the provisions of this Constitution.

- Article 65
- The President can call for a referendum on important national political, social or economic issues.
 - Call for referendum shall not be contrary to the provisions of this Constitution or for amending it.

- Article 66
- The President takes into consideration the supreme interests of the people of Afghanistan while enforcing the powers stated in this Constitution.
 - The President cannot sell or bestow state properties without the provisions of law.
 - The President cannot act based on linguistic, ethnic, religious, political, and regional considerations during his term in office.

- Article 67
- In case of resignation, impeachment, or death of the President, or of a serious illness that could hinder the performance of duties, the First Vice President undertakes his/her duties and authorities.
 - The President submits his/her resignation personally to the National Assembly.
 - The serious illness shall be proved by an authorised medical committee appointed by the Supreme Court.
 - In this case, election for the new President shall be held within the period of three months in accordance with the Article 61 of this constitution.
 - During the time when the First Vice President acts as the interim President, he/she cannot perform the following:
 - 1 Amendment of the constitution

-
- 2 Dismissal of Ministers
- 3 Call for a referendum
- During this period the Vice Presidents can nominate themselves as candidates for the post of President in accordance with the provisions of this constitution.
 - In the absence of the President, the duties of the First Vice President shall be determined by the President.
- Article 68
- In case of resignation and or death of one of the Vice Presidents, another person shall replace him by the proposal of the President and approval of the *Wolesi Jirga*.
 - In case of simultaneously death of the President and the First Vice President, in turn the Second Vice President, the Chair of the *Meshrano Jirga* and in the absence of the chair of the *Meshrano Jirga*, the Chair of the *Wolesi Jirga*, and in the absence of the Chair of the *Wolesi Jirga*, the Foreign Minister shall perform the duties of the President in accordance with the Article 67 of this Constitution.
- Article 69
- The President is responsible to the nation and the *Wolesi Jirga* according to this Article.
 - Accusations of crime against humanity, national treason or crime can be leveled against the President by one third of the members of the *Wolesi Jirga*.
 - If two third of the *Wolesi Jirga* votes for charges to be brought forth, the *Wolesi Jirga* shall convene a *Loya Jirga* within one month. If the *Loya Jirga* approve the accusation by a two thirds majority of votes the President is then dismissed, and the case is referred to a special court. The special court shall be composed of three members of the *Wolesi Jirga*, and three members of the Supreme Court appointed by the *Loya Jirga* and the Chair of the *Meshrano Jirga*.
 - The lawsuit is conducted by a person appointed by the *Loya Jirga*.
 - In this situation, the provisions of Article 67 of this Constitution are applied.
- Article 70
- The salary and expenditures of the President are regulated by law.
 - After expiration of his term, the President is entitled to financial benefits of the presidency for the rest of his life in accordance with the law except in the case of dismissal.

Chapter Four: The Government

- Article 71
- The government consists of the Ministers who work under the Chairmanship of the President.
 - Number of the Ministers and their duties shall be regulated by law.
- Article 72
- The person who is appointed as the Minister, should have the following qualifications:
 - 1 Must have only the citizenship of Afghanistan. Should a nominee for a ministerial post hold also the citizenship of another country, the *Wolesi Jirga* shall have the right to confirm or reject his or her nomination;
 - 2 Should have higher education, work experience and good reputation;
 - 3 His/her age should not be less than thirty-five; and
 - 4 Should not have been convicted of crimes against humanity, criminal act, or deprivation of civil rights by a court.
- Article 73
- The Ministers can be appointed from within and without the National Assembly.
 - If a member of the National Assembly is appointed as a Minister, he/she loses his/her membership in the National Assembly, and is replaced by another person in accordance with the provisions of law.
- Article 74
- Prior to taking office, the Minister performs the following oath in the presence of the President:

In the name of Allah, the merciful and compassionate I swear in the name of God Almighty to support the provisions of the sacred religion of Islam, follow the Constitution and other laws of Afghanistan, protect the rights of citizens, and safeguard the independence, territorial integrity and national unity of Afghanistan, and consider God Almighty present in performing all my responsibilities, and honestly perform the duties assigned to me.
- Article 75
- The government shall have the following duties:
 - 1 Execute the provision of this Constitution, other laws, and final orders of the courts;
 - 2 Protect the independence, defend the territorial integrity, and safeguard the interests and dignity of Afghanistan in the international community;
 - 3 Maintenance of public law and order and elimination of administrative corruption;

- 4 Prepare the budget, regulate financial affairs and protect public wealth;
- 5 Devise and implement programs for social, cultural, economic, and technological progress;
- 6 Report to the National Assembly at the end of the fiscal year about the tasks accomplished and about the main plans for the new fiscal year; and
- 7 Perform other duties as recognised by this Constitution and other laws to be duties of the government.

- Article 76
- In order to implement the main policies of the country and regulation of its duties, the government shall devise and approve regulations.
 - These regulations should not be contradictory to the text and spirit of any law.

- Article 77
- As heads of administrative units and members of the government, the Ministers perform their duties within the limits determined by this Constitution and other laws.
 - The Ministers are responsible to the President and the *Wolesi Jirga* for their particular duties.

- Article 78
- If a Minister is accused of crime against humanity, national treason or criminal act of a crime, the case shall be referred to a special court in accordance with the Article 134 of this constitution.

- Article 79
- In cases of recess of the *Wolesi Jirga*, the government can adopt legislation in an emergency situation on matters other than those related to budget and financial affairs.
 - The legislative decrees become laws after they are signed by the President.
 - The legislative decrees should be submitted to the National Assembly in the course of thirty days beginning from the first session of the National Assembly.
 - In case of rejection by the National Assembly, the legislations become void.

- Article 80
- Ministers during the course of their work cannot use their posts for linguistic, regional, ethnic, religion and partisan purposes.

Chapter Five: The National Assembly

- Article 81
- The National Assembly of the Islamic Republic of Afghanistan as the highest legislative organ is the manifestation of the will of its people and represents the whole nation.
 - Every member of the National Assembly takes into judgment the general welfare and supreme interests of all people of Afghanistan at the time of casting their vote.
- Article 82
- The National Assembly consists of two houses: *Wolesi Jirga* (the House of People) and *Meshrano Jirga* (House of Elders).
 - No one can become member of both houses simultaneously.
- Article 83
- Members of the *Wolesi Jirga* are elected by the people through free, general, secret, and direct elections.
 - Their mandate ends on the 1st of *Saratan* of the fifth year after the elections and the new assembly starts its work.
 - The election of the members of the *Wolesi Jirga* shall be held within 30 to 60 days before the expiry of the term of the *Wolesi Jirga*.
 - The number of members of the *Wolesi Jirga*, proportionate to the population of each region, shall be not more than two hundred and fifty.
 - Electoral constituency and other related issues shall be determined by election laws.
 - In the election law measures should be adopted for so the election system shall provide general and just representation for all the people of the country and based on the population, from each province on average at least two female delegates shall have membership to the *Wolesi Jirga*.
- Article 84
- Members of the *Meshrano Jirga* are elected and appointed as follows:
 - 1 From among the members of each Provincial Council, the respective council elects one person for a period of four years.
 - 2 From among the district councils of each province, the respective councils elect one person for a period of three years.
 - 3 The President from among experts and experienced personalities – including two representatives of the disabled and impaired and two representatives from the Nomads – appoints the remaining one third of the members for a period of five years.
 - The President appoints 50 percent of these people from among women.

- A person who is appointed as a member of the *Meshrano Jirga* shall relinquish his membership in the respective council, and another person replaces him in accordance with the law.
- Article 85
- A person who is nominated or appointed as a member of the National Assembly should have the following qualifications in addition to those considered by voters:
 - 1 Should be the citizen of Afghanistan, or has obtained the citizenship of the state of Afghanistan at least ten years before becoming candidate or being appointed.
 - 2 Should not have been convicted by a court for committing a crime against humanity, a crime, or sentenced of deprivation of his/her civil rights.
 - 3 Members of *Wolesi Jirga* should be at least twenty-five years old at the date of candidacy and members of the *Meshrano Jirga* should be at least thirty-five years old at the date of candidacy or appointment.
- Article 86
- Credentials of members of the National Assembly are reviewed by the Independent Election Commission in accordance with the law.
- Article 87
- In the beginning of the legislative period, each one of the two houses elects one of its members as the Chairperson for one legislative period, and two people as the first and second Vice Chairperson, and two people as the secretary and assistant secretary for a period of one year.
 - These individuals constitute the Bureau in their respective houses.
 - The duties of the Bureau are determined in the regulations pertaining to the internal duties of each house.
- Article 88
- Each house of the National Assembly sets up commissions to study the topics under discussion in accordance with its internal regulations.
- Article 89
- The *Wolesi Jirga* has the authority to set up a special commission if one third of its members put forward a proposal to inquire about and study government actions.
 - The composition and procedure of this commission is specified in the internal regulations of *Wolesi Jirga*.
- Article 90
- The National Assembly has the following authorities:
 - 1 Ratification, modification, or abrogation of laws and or legislative decrees;

- 2 Approval of plans for economic, social, cultural, and technological development;
 - 3 Approval of state budget, permission for obtaining, and granting loans;
 - 4 Creation, modification, and or abrogation of administrative units;
 - 5 Ratification of international treaties and agreements, or abrogation of the membership of Afghanistan to them; and
 - 6 Other authorities specified in this Constitution.
- Article 91
- The *Wolesi Jirga* has the following special authorities:
 - 1 Deciding on interpellation of each of the Ministers in accordance with the provisions of Article 92 of this Constitution;
 - 2 Taking decisions about the state's development programs and the state budget; and
 - 3 Approval or rejection of the appointments according to the provisions of this Constitution.
- Article 92
- The *Wolesi Jirga*, based on a proposal by twenty percent of its members, can interpellate each of the Ministers.
 - If the responses given are not satisfactory, *Wolesi Jirga* shall consider the issue of vote of no confidence.
 - The vote of no confidence on a Minister shall be explicit, direct, and on the basis of well-founded reasons.
 - This vote should be approved by a majority of all members of the *Wolesi Jirga*.
- Article 93
- Any commission of both Houses of the National Assembly can question each of the Ministers about specific topics.
 - The person questioned can provide verbal or written response.
- Article 94
- Law is what both Houses of the National Assembly approve and the President endorses unless this Constitution states otherwise.
 - In case the President does not agree to what the National Assembly approves, he can send the document back with justifiable reasons to the *Wolesi Jirga* within fifteen days of its submission.
 - With the passage of this period or in case the *Wolesi Jirga* approves a particular case again with a majority of two thirds votes, the bill is considered endorsed and enforced.
- Article 95
- Proposal for the promulgation of a law can be initiated by the government, or members of the National Assembly, and in the domain of

regulating the judicial affairs through the Supreme Court by the government.

Article 96 • If a proposal for the promulgation of law includes imposition of new taxes or reduction in state incomes, it is included in the working agenda on condition that an alternative source is also envisioned.

Article 97 • Proposals for promulgation of law initiated by the government are submitted first to the *Wolesi Jirga*.

- The *Wolesi Jirga* approves or rejects as a whole the proposal for promulgation of law including budget and financial affairs and the proposal of taking or giving loan after discussion.
- The *Wolesi Jirga* cannot delay the proposal more than one month.
- The proposed draft of law is submitted to the *Meshrano Jirga*, after its approval by the *Wolesi Jirga*.
- The *Meshrano Jirga* decides on the draft within a period of fifteen days
- The National Assembly shall give priority to the promulgation of laws, treaties, and development plans of the government that require urgent consideration and decision as per the request of the government.
- If a proposal for promulgation of law is initiated by ten members of one of the two Houses and then approved by one fifth members of the respective houses, it can be admitted to the agenda of the respective houses.

Article 98 • The state budget and development plan of the government is submitted through the *Meshrano Jirga* along with advisory comments to the *Wolesi Jirga*.

- The decision of the *Wolesi Jirga*, irrespective of the consent of the *Meshrano Jirga*, is enforceable after it is signed by the President.
- If for some reasons the budget is not approved before the beginning of the new fiscal year, the budget of the year before is applied until the approval of the new budget.
- The government is obligated to give to the *Wolesi Jirga* the budget of the new fiscal year and a brief account of the current year's budget within the forth quarter of the fiscal year.
- The definite account of the previous fiscal year shall be submitted by the government to the *Wolesi Jirga* within six months of the new year, in accordance with the provisions of law.
- The *Wolesi Jirga* cannot delay the approval of the budget for more than one month or permission to give or take loan for more than 15 days.

- If during this period *Wolesi Jirga* does not take any decision with regards to taking or giving loan, the proposal will be considered as approved.
- Article 99
- If, during a session of the National Assembly, the annual budget or a developmental plan or an issue related to public security, territorial integrity, and the country's independence is under discussion, the session of the assembly cannot end before the approval of the matter.
- Article 100
- In case the decision of one house is rejected by another house, a combined committee composed of equal members of each house is formed to resolve the disagreement.
 - The decision of the committee is enforced after its approval by the President.
 - In case the combined committee cannot solve the disagreement, the defeated resolution is considered void.
 - In this case the *Wolesi Jirga* can approve it in the next session of the *Wolesi Jirga* by a two third majority vote of its all members.
 - This approval is assumed as enforceable, after it is signed by the President, without submission to the *Meshrano Jirga*.
- Article 101
- No member of the National Assembly is legally prosecuted due to expressing his views while performing his duty.
- Article 102
- When a member of the National Assembly is accused of a crime, the law enforcement authority informs the house, of which the accused is member, about the case, and the accused member can be prosecuted.
 - In case of an evident crime, the law enforcement authority can legally pursue and arrest the accused without the permission of the house, which the accused is a member of.
 - In both cases, when legal prosecution requires detention of the accused, law enforcement authorities are obligated to inform the respective house, about the case immediately.
 - If the accusation takes place when the assembly is in recess, the permission of arrest is obtained from the administrative board of the respective house and the decision of this board is presented to the first session of the aforementioned house for a decision.
- Article 103
- The Ministers can participate in the sessions of each one of the two houses of the National Assembly.
 - Each house of the National Assembly can demand the participation of Ministers to take part in its session.

- Article 104
- Both houses of the National Assembly hold their sessions separately at the same time.
 - Under the following circumstances, both houses can hold joint sessions:
 - 1 When the legislative session or the annual session is inaugurated by the President.
 - 2 When it is deemed necessary by the President.
 - In this case, the head of the *Wolesi Jirga*, chairs the joint session of the National Assembly.
- Article 105
- The sessions of the National Assembly are open unless the Chairman of the assembly, or at least ten members of the National Assembly request their secrecy and the assembly accepts this request.
 - No one shall enter the building of the National Assembly by force.
- Article 106
- The quorum of the sessions of each house of the National Assembly for voting is complete with the presence of the majority of the members, and its decisions are taken with the majority of the members present, unless this Constitution states otherwise.
- Article 107
- The National Assembly convenes two ordinary sessions each year.
 - The term of the National Assembly in each year is nine months.
 - When necessary, the assembly can extend this period.
 - Extraordinary sessions of the assembly during recess can take place by the order of the President.
- Article 108
- In cases of the death, resignation and dismissal of a member of the National Assembly, and/or disability or handicap, which prevents performance of duties permanently, election in the related constituency is held for a new representative for the rest of the legislative period, in accordance with the law.
 - Matters involving the presence or absence of members of the National Assembly are regulated according to internal rules.
- Article 109
- Proposals for amendments of the electoral law cannot be included in the working agenda of the assembly during the last year of the legislative period.

Chapter Six: *Loya Jirga*

- Article 110
- *Loya Jirga* is the highest manifestation of the people of Afghanistan.
 - *Loya Jirga* consists of the following:
 - 1 Members of the National Assembly.

- 2 Chairpersons of the provincial and district councils.
 - The Ministers, Chief Justice and members of the Supreme Court and the Attorney General can participate in the sessions of the *Loya Jirga* without the right to vote.
- Article 111
- *Loya Jirga* shall be convened in the following situations:
 - 1 To take decision on the issues related to independence, national sovereignty, territorial integrity, and supreme interests of the country;
 - 2 To amend the provisions of this Constitution; and
 - 3 To prosecute the President in accordance with the provisions of Article 69 of this Constitution.
- Article 112
- The *Loya Jirga* in its first session elects from among its members a chairperson, a deputy chair, and a secretary and an assistant secretary.
- Article 113
- The quorum of the *Loya Jirga* for voting is completed by the majority of members.
 - The decisions of the *Loya Jirga* are taken by a majority of the present members except in cases as explicitly stated in this Constitution.
- Article 114
- Discussions of the *Loya Jirga* are open except when one quarter of its members demand their secrecy, and the *Loya Jirga* accepts this demand.
- Article 115
- During the session of a *Loya Jirga*, the provision of Articles 101 and 102 of this Constitution are applied on its members.

Chapter Seven: The Judiciary

- Article 116
- The judicial branch is an independent organ of the state of the Islamic Republic of Afghanistan.
 - The judicial branch consists of the Supreme Court (*Stera Mahkama*), High Courts, Appeal Courts, and Primary Courts, structure and authorities of which are determined by law.
- Article 117
- The Supreme Court is composed of nine members who are appointed by the President for a period of ten years with the confirmation of the *Wolesi Jirga* with observance of the provisions of last paragraph of the Article 50 and Article 118 of this Constitution. In the beginning the appointment will be as such:

Three members are appointed for a period of four years, three members for seven years and three members for ten years.

- Later appointments will be for a period of ten years.
- The appointment of the members for the second term is not permissible.
- The President appoints one of its members as the Head of the Supreme Court.
- Members in no way can be dismissed from their service until the end of their term, except circumstances stated in Article 127 of this Constitution.

- Article 118
- A member of the Supreme Court should have the following qualifications:
 - 1 The age of the Head of the Supreme Court and its members should not be lower than forty at the time of appointment;
 - 2 Should be citizen of Afghanistan;
 - 3 Should have higher education in law or in Islamic jurisprudence, and should have enough expertise and experience in the judicial system of Afghanistan;
 - 4 Should enjoy high ethics and good reputation;
 - 5 Should not have been convicted of crimes against humanity, crimes, and sentenced of deprivation of his civil rights by a court; and
 - 6 Should not be a member of any political party during the term of official duty.
- Article 119
- Members of the Supreme Court take the following oath in the presence of the President before occupying the post:
In the name Allah, the Merciful and the Compassionate I swear in the name of God Almighty to support justice and righteousness in accord with the provisions of the sacred religion of Islam and the provisions of this Constitution and other laws of Afghanistan, and to execute the duty of being a judge with utmost honesty, righteousness and nonpartisanship.
- Article 120
- The authority of the judicial organ is to attend to all lawsuits in which real individuals or incorporeal including the state stand before it as plaintiff or defendant and in its presence is expressed in accord with provisions of the law.
- Article 121
- The Supreme Court on the request of the Government or the Courts shall review the laws, legislative decrees, international treaties and international covenants for their compliance with the Constitution and provide their interpretation in accordance with the law.

- Article 122
- No law, under any circumstance, can transfer a case from the jurisdiction of the judicial branch to another organ as has been determined in this Constitution.
 - This provision does not apply to establishing special Courts stated in Articles 69 and 78 and 127 of this Constitution and military courts in matters relating to them.
 - The structure and authority of these courts are regulated by law.
- Article 123
- With observance of the provisions of this Constitution, the rules related to the structure, authority, and performances of the courts, and the duties of judges are regulated by law.
- Article 124
- Other officials and administrative personnel of the judicial branch are subject to the provisions of the laws related to the officials and other administrative personnel of the state, but their appointment, dismissal, promotion, pension, rewards and punishments are regulated by the Supreme Court in accordance with the law.
- Article 125
- The budget of the judicial branch is prepared by the Supreme Court in consultation with the government and presented by the government to the National Assembly as part of the state budget.
 - Implementation of the budget of the judicial branch is the authority of the Supreme Court.
- Article 126
- Members of the Supreme Court enjoy official financial benefits for the rest of their lives provided they do not occupy state and political positions.
- Article 127
- When more than one third of the members of the *Wolesi Jirga* demand the trial of the Chief Justice, or a member of the Supreme Court due to a crime committed during the performance of duty, and the *Wolesi Jirga* approves of this demand by a majority of two thirds votes, the accused is dismissed from his post and the case is referred to a special court.
 - The setting up of the court and the procedures of trial are regulated by law.
- Article 128
- In the courts of Afghanistan, trials are open and everyone is entitled to attend trials in accordance with the law.
 - The court, in situations, which are stated in the law or in situations in which the secrecy of the trial is deemed necessary, can conduct the trial behind closed doors, but the announcement of the court decision should be open in all instances.

- Article 129
- The court is obliged to state the reasons for the decision it issues.
 - All final decisions of the courts are enforceable, except for capital punishment, which is conditional upon approval of the President.
- Article 130
- While processing the cases, the courts apply the provisions of this Constitution and other laws.
 - When there is no provision in the Constitution or other laws regarding ruling on an issue, the courts' decisions shall be within the limits of this Constitution in accord with the *Hanafi* jurisprudence and in a way to serve justice in the best possible manner.
- Article 131
- The Courts shall apply Shia school of law in cases dealing with personal matters involving the followers of Shia Sect in accordance with the provisions of law.
 - In other cases if no clarification by this constitution and other laws exist, courts will resolve the matter according to laws of this Sect.
- Article 132
- Judges are appointed with the recommendation of the Supreme Court and approval of the President.
 - The appointment, transfer, promotion, punishment, and proposals to retire judges are within the authority of the Supreme Court in accordance with the law.
 - The Supreme Court shall establish the General Administration Office of the Judicial Power for the purpose of better arrangement of the administration and judicial affairs and insuring the required improvements.
- Article 133
- When a judge is accused of having committed a crime, the Supreme Court shall inquire about the case involving the judge in accordance with the law.
 - After listening to his defense, when the Supreme Court regards the accusation to be valid, it shall present a proposal about the judge's dismissal to the President.
 - After the Presidential approval, the accused judge is dismissed from duty, and punished in accordance with the provisions of the law.
- Article 134
- Discovery of crimes is the duty of the police and investigation and prosecution are conducted by the Attorney's Office in accordance with the provisions of the law.
 - The Attorney's Office is part the Executive branch, and is independent in its performances.

- The structure, authority, and activities of the Attorney's Office are regulated by law.
- Discovery and investigation of crimes related to the armed forces, Police, and National Security officials are regulated by a special law.

- Article 135
- If parties involved in a case do not know the language in which the trial is conducted, they have the right to understand the material and documents related to the case through an interpreter and the right to speak in their mother language in the court.

Chapter Eight: The Administration

- Article 136
- The Administration of the Islamic Republic of Afghanistan shall be based on central and local administrative units in accordance with the law.
 - The central administration is divided into a number of administrative units, each of which shall be headed by a Minister.
 - The local administrative unit is a province.
 - The number, area, parts, and structures of the provinces and the related administrations are regulated by law on the basis of population, social and economic conditions, and geographic location.
- Article 137
- The government, while preserving the principle of centralism, shall delegate certain authorities to local administration units for the purpose of expediting and promoting economic, social, and cultural affairs, and increasing the participation of people in the development of the nation.
- Article 138
- In every province a Provincial Council is to be formed.
 - Members of the Provincial Council are elected in proportion to the population by free, direct, secret ballot, and general elections by the residents of the province for a period of four years in accordance with the law.
 - The Provincial Council elects one of its members as Chairman.
- Article 139
- The Provincial Council takes part in securing the developmental targets of the state and improving its affairs in a way stated in the law, and gives advice on important issues falling within the domain of the province.
 - Provincial councils perform their duties in cooperation with the provincial administration.
- Article 140
- In order to organise activities involving people and provide them with the opportunity to actively participate in the local administration, councils

are set up in districts and villages in accordance with the provisions of the law.

- Members of these councils are elected by the local people through, free, general, secret and direct elections for a period of three years.
- The participation of nomads in these councils is regulated by law.

- Article 141
- Municipalities shall be set up in order to administer city affairs.
 - The mayor and members of the municipal councils are elected by free, general, secret, and direct elections.
 - The affairs related to municipalities are regulated by law.

- Article 142
- For the purpose of the implementation of the provisions, and ensuring the values of this constitution, the state shall establish the required departments.

Chapter Nine: The State of Emergency

- Article 143
- If due to war, threat of war, serious rebellion, natural disasters, or situations similar to these protecting the independence or nation's survival becomes impossible by following the provision of this Constitution, the President in confirmation of National Assembly shall declare a state of emergency in some or all parts of the country.
 - If the state of emergency continues for more than two months, the agreement of National Assembly is required for its extension.

- Article 144
- During the state of emergency, the President, with the consultations of heads of the National Assembly, and the Supreme Court can transfer some authorities of the National Assembly to the government.

- Article 145
- During the state of emergency, the President with the consent of the heads of the National Assembly and the Supreme Court can suspend the validity of the following Articles or can place restrictions on them:
 - 1 Paragraph two of Article 27;
 - 2 Article 36;
 - 3 Paragraph two of Article 37; and
 - 4 Paragraph two of Article 38.

- Article 146
- During the state of emergency, the Constitution cannot be amended.

- Article 147
- If the Presidential term of office, and or the legislative period expire during a state of emergency, the new elections shall be postponed, and

the presidency, and the legislative period shall be extended for up to four months.

- If the state of emergency continues for more than four months, a *Loya Jirga* shall be called by the President for further decisions.
- Following the termination of state of emergency, election would be held within two months

- Article 148
- After the end of the state of emergency, the measures adopted on the basis of Articles 144 and 145 of this Constitution shall be considered invalid immediately.

Chapter Ten: Amendments

- Article 149
- The provisions of adherence to the provisions of the sacred religion of Islam and the regime of Islamic Republic cannot be amended.
 - The amendment of the fundamental rights of the people are permitted only in order to make them more effective
 - Considering new experiences and requirements of the time, other contents of this Constitution can be amended by the proposal of the President or by the majority of members of the National Assembly in accordance with the provisions of Article 67, and 146 of this Constitution.

- Article 150
- In order to implement proposals regarding amending the Constitution, a commission composed of members of the government, National Assembly, and the Supreme Court, would be established by a Presidential decree, and the commission shall prepare a draft of the amendments.
 - For approval of the amendments, a *Loya Jirga* shall be convened by the decree of the President in accordance with the provisions of the Chapter on the *Loya Jirga*.
 - When the *Loya Jirga* approves an amendment by a majority of two thirds of its members, it shall be enforced after endorsement by the President.

Chapter Eleven: The Miscellaneous Provisions

- Article 151
- The President, Vice Presidents, Ministers, Head and members of the Supreme Court, Attorney General, Head of the Central Bank, National Security Directorate, Governors and Mayors cannot engage in any profitable business contracts with the government during their term of office.

- Article 152 • The President, Vice Presidents, Ministers, heads and members of the National Assembly, the Supreme Court, Attorney General and judges, cannot undertake other jobs during their terms of office.
- Article 153 • Judges, Attorneys, and Officers of the Armed Forces and Police, and members of the National Security, cannot be members of political parties during their terms of office.
- Article 154 • The wealth of the President, Vice Presidents, Ministers, members of the Supreme Court and the Attorney General before and after their term of office would be registered and monitored by an organ to be set by law.
- Article 155 • Appropriate salaries shall be paid to the Vice Presidents, Ministers, Chairs and members of the National Assembly, the Supreme Court, Attorney General and Judges in accordance with the provisions of law.
- Article 156 • The Independent Electoral Commission shall be set up for the organisation and supervision of any election and for holding a referendum within the country based on the provisions of the law.
- Article 157 • The Independent Commission for the Supervision of the Implementation of the Constitution will be established by the provisions of the law.
- Members of this Commission shall be appointed by the President with the confirmation of the *Wolesi Jirga*.

Chapter Twelve: The Transitional Provisions

- Article 158 • The Title of the Father of the Nation and the privileges granted by the Emergency Loya Jirga of 1381 (2002) to His Majesty Mohammad Zahir Shah Former King of Afghanistan are preserved for him during his lifetime, in accordance with the provisions of this constitution.
- Article 159 • The period, following the adoption of this Constitution, until the date of inauguration of the National Assembly, is deemed as transitional period.
- During the transitional period, the Islamic Transitional State of Afghanistan would carry out the following tasks:
 - 1 Issue the legislative decrees related to the elections of the President, National Assembly and local councils within six months;
 - 2 Issue decrees regarding the structure and authorities of the courts and basic administration structures within a period of less than one year;
 - 3 Establish an Independent Electoral Commission;

- 4 Take necessary measures for reform of executive and judicial affairs; and
- 5 Adopt necessary measures for preparing the ground for enforcement of the provisions of this Constitution.

- Article 160
- The first elected President shall take up his/her duties after thirty days of the announcement of the elections in accordance with this constitution.
 - Every effort shall be made to hold the first presidential elections and the parliamentary elections at the same time.
 - Until the establishment of the National Assembly, the powers of this assembly outlined in this constitution will be held by the government, and the interim Supreme Court shall be established by Presidential Decree.

- Article 161
- The National Assembly will exercise its powers immediately after its establishment in accordance with this Constitution.
 - The Government and the Supreme Court shall be established within thirty days after the first session of the *Wolesi Jirga* is taken place.
 - The President of the Transitional Islamic State of Afghanistan shall continue his duties until the elected President has taken the office.
 - The executive and judicial organs of the state in accordance with provisions of paragraph 4 of Article 159 of this constitution shall continue their duties, until the formation of the Government and the Supreme Court.
 - The decrees enforced from the beginning of the interim period, shall be submitted to the first session of the National Assembly.
 - These decrees are enforceable until they are annulled by the National Assembly.

- Article 162
- This Constitution is enforced upon its approval by the *Loya Jirga*, and will be signed and announced by the President of the Transitional Islamic State of Afghanistan.
 - Upon the enforcement of this constitution, laws and decrees contrary to the provisions of it are invalid.

National Development Framework

Kabul, April 2002

Preface

The following is an early first draft of the Afghanistan National Development Framework. The draft reflects directions provided by the Board of the Afghan Assistance Coordination Authority (AACCA), chaired by the Chairman of the Interim Administration and individual consultations carried out by the Ministry of Planning, the Ministry of Reconstruction and the AACCA. The draft is based on inputs from the government departments, Joint Needs Assessment process and inputs from other actors on the ground. This document attempts to set out national strategy and includes national priorities and policy directions.

This early first draft is presented to the participants of the Implementation Group in order to convey an early sense of the direction taken by the Interim Administration in the development of the country, and to place in an appropriate context the priority projects presented in the course of the meeting. It is envisaged that within six weeks a National Development Budget will have been finalised. Finalisation will entail a further series of extensive consultations with ministries, international organisations and the NGO community.

The ongoing process to create the national development budget has included the establishment of the Development Budget Commission, composed of the Ministry of Planning, Ministry of Finance, Ministry of Reconstruction and the AACCA. All projects are expected to be anchored in one of the programs identified within the National Development Framework, unless exceptional circumstances apply. In this regard mechanisms for project and program review are being established.

The National Development Framework

There is a consensus in Afghan society: violence as a means of compelling the majority to submit to the will of a minority must end. The people's aspirations must be represented and reflected in an accountable government that delivers value on a daily basis. This consensus forms the foundation for a vision of a prosperous and secure Afghanistan. The current poverty of the country is painfully obvious; this vision of a peaceful and prosperous future is a beacon that can mobilise the energies of an enterprising and independent people, guide them in their collective and individual pursuits, and reinforce the sense of national unity, mutual dependence and participation in a common enterprise.

Our people are poor, the majority is illiterate, but the sophistication of political debate and awareness is remarkable, in great part due to the international media. Despite the years of war, our opinions are also shaped by a myriad

networks that link us to the international community. There is a widespread desire to retain the current international interest in our country, and to channel it in ways that would lay the basis for multiple partnerships between different groups in our society and the global community.

This desire for engagement is premised on the hope that international engagement will be an instrument for ending our poverty, the re-establishment of our sovereignty and national unity, and a foundation for sustainable prosperity. Our people's expectations have been raised by the promises of world leaders that they will be with us for the long haul. The succession of visits and delegations are a sign to our people that the engagement is continuing.

Discussions of development, however, remain abstract. Public opinion is shaped by concrete manifestations. If the general discussions are not connected to changes in the daily lives and experiences of the people, public opinion could easily turn skeptical.

Afghans have been disappointed by the international community before. Hope could then be replaced by frustration, and frustration, in a context of raised expectations, is a recipe for anger, discord and finally conflict. For us to capitalise on the current consensus, then, we must deliver, and deliver soon; as words become deeds, belief in the possibility of a safe and prosperous future will grow.

Delivering rapidly, however, does not mean delivering unwisely. We must internalise the lessons of 50 years of experience of international assistance. Afghanistan offers a unique opportunity to prove to the skeptics that the aid system is relevant in a post-conflict context, and that difficult challenges can be met with determination, partnership and vision.

Five lessons stand out:

- First, the developmental agenda must be owned domestically, and the recipient country must be in the driver's seat.
- Second, the market and the private sector is a more effective instrument of delivering sustained growth than the state.
- Third, without a state committed to investing in human capital, the rule of law, the creation of systems of accountability and transparency, and providing the enabling environment for the operation of the private sector, aid cannot be an effective instrument of development.
- Fourth, people in general and the poor in particular are not passive recipients of development but active engines of change. Sustainable development requires citizen participation and adopting of methods of governance that enable the people to take decisions on issues that affect them and their immediate surroundings.
- Fifth, donor-funded investment projects, unless they are anchored in coherent programs of government, are not sustainable. Structural

adjustment programs, unless they are translated into feasible projects, do not result in reform.

There is an emerging consensus that the budget must be the central instrument of policy, and that the country should have the capacity to design programs and projects that are part of a coherent developmental strategy. All interventions must have clear outcomes, and be properly monitored.

The strategy

Our developmental strategy has three pillars: The first is to use humanitarian assistance and social policy to create the conditions for people to live secure lives and to lay the foundations for the formation of sustainable human capital. The second is the use of external assistance to build the physical infrastructure that lays the basis for a private sector-led strategy of growth, in such a manner as to support the building of human and social capital. The third pillar is the creation of sustainable growth, where a competitive private sector becomes both the engine of growth and the instrument of social inclusion through the creation of opportunity.

Cutting across all our activities will be the issues of security, of administrative and financial reform, and of gender.

A brief outline of the programs and sub-programs contained in each pillar will be provided here, the Annexes contain a more detailed description.

Pillar 1 – Humanitarian and Human and Social Capital

We are still in the midst of a humanitarian crisis. We are keenly aware of the needs and conditions of our vulnerable people. We need immediate action in the following areas: refugees and returnees; between 1.4–2m refugees are expected to return to their homes, along with thousands of internally displaced. A systematic and integrated approach will be required if we are to help them reintegrate safely and develop secure livelihoods rather than end up in shanty towns. Education, after years of neglect and worse, will be the foundation of economic growth and poverty reduction. Vocational training is a priority, in particular to assist the mujahedin, many of whom have sacrificed so much in the cause of freedom, and to assist women. Health and nutrition will require massive and long-term investment if we are to lift Afghanistan from 169 in the human development index. Two areas need particularly urgent attention, malnutrition, and better obstetric care that will bring down the unacceptably high levels of maternal and infant mortality rates. Afghans have shown a remarkable ability to survive in the face of disaster, but there is a need to invest in livelihoods to facilitate our enterprise in the search for a good living. And finally, after the ravages of the Taliban, we must act fast to preserve our national heritage, we

must remember the vital role of culture in the process of national reconstruction and defining Afghan identity.

It is vital that we take an integrated and programmatic approach to all work in this pillar. We cannot afford sectoral and localised projects that lead to disconnects. So we are initiating two, large-scale, integrated programs as the foundation of much work in this pillar. Firstly we will initiate a national community development program, known as National Solidarity, which will deliver block grants to communities across the country. And secondly we have designated ten key areas for special attention because they have been worst affected by human rights abuses and will be centers of refugee and IDP return. We are requesting the UN agencies and bilateral donors to help us develop rapidly a series of projects in these areas.

Pillar 2 – Physical Reconstruction and Natural Resources

We intend to begin the reconstruction and expansion of the physical infrastructure as soon as possible. The government is committed to launching public works programs immediately in order to offer opportunities to the unemployed and under-employed. We have identified a number of programs in this area and are in the process of preparing specific projects within each of the programs. For example, roads, water and sanitation, and the energy sector, all need urgent attention. As the country will be rebuilt by its families, we also need to ensure people have access to building materials.

In urban management our aim is to invest in a balanced urban development program across the country to create viable cities that are hubs of economic activity, and organically linked to rural areas. With the concentration of population in some cities, they would play a major role in the overall improvement of human development indicators. In terms of municipal infrastructure we need to focus on some immediate and pressing needs such as roads and transport, sewerage, waste management, drinking water and sanitation.

As much of the physical infrastructure of government has been destroyed, we will implement a national program of construction that will create or restore the physical infrastructure of government across the country.

Our approach to physical infrastructure is based on lessons from international experience. The state will define the areas of priorities, but it will not be the implementing agency. Instead, we will turn to the national and international private sector to help us design and implement our projects. Communities and NGOs will be asked to participate in identification, monitoring and evaluation of these programs and projects.

We will pay serious attention to the operation and maintenance costs of these projects and will be looking closely at their financial and economic sustainability. The issue of medium- to long-term consequences of short-term interventions has

already become clear in the health sector. For example, there has been considerable interest in the rehabilitation or construction of hospitals in Kabul. But our health experts are pointing out that the recurrent costs of hospitals located in the capital could be a serious drain on resources that could be more usefully directed towards preventative medicine.

Pillar 3 –Private Sector Development

The implementation of the infrastructure program will give some impetus to the development of the private sector, but it is in the development of a competitive export-oriented economy that our real hopes for the private sector lie. We are in the fortunate position that the European and American markets are open to our exports. We are in the process of being granted most favored nation status and we are receiving strong support from the US Administration and Congress for textile quotas.

We need to meet international standards on health, organic agriculture, child labor, certificates of origin, and other technical requirements. We will need assistance in these areas and consultations with our entrepreneurs to explain the opportunities that exports to Europe will provide. The development of the export market for our agricultural and horticultural products is critical to our strategy of eliminating poppy cultivation. With high-value and low-volume products, we can be confident of offering our farmers secure livelihoods. We are planning to use our OPIC guarantee to assist in the development of an agricultural processing industry.

Recognising the enormous international interest in Afghanistan, we are creating a “Made in Afghanistan” label and “Made in Afghanistan by Women” label to enable Afghan producers to realise the maximum from their labors. We hope to link Afghan producers to a number of large department stores. Afghanistan has considerable assets; sustainable use and development of these assets will require foreign direct investment. We are working on the relevant policy and legal frameworks that would attract investment, including, for example, the urgent need for a basic regulatory and licensing framework for telecommunications.

We must also use internal trade as a way of binding the country back together again, economically as well as politically. Alongside the roads programs already mentioned, this will mean reinvigorating our market places in secondary and tertiary towns.

Other issues

Governance, financial management and administrative reform

We know that good governance is a precondition for attracting direct foreign investment. We are addressing the issues of financial management, auditing and procurement through hiring international private firms chosen on the basis of

direct competition. Our goal is to have a budgetary process that would meet the international standards for receiving direct donor support for reconstruction and development projects. Building the domestic revenue collecting ability of Afghanistan will be a key part of the reconstruction process. Revenue capacities, and particularly the national unity of the revenue collection system, have been in disarray during the recent period and need to be rebuilt.

The degradation of our financial institutions in fact offers us an opportunity to move forward with speed and determination in creating management systems that will provide the underpinning for accountability, efficiency and transparency. Our banking sector requires a major overhaul, and we are embarking on this process. The Central Bank's role is being strengthened and the government has made a commitment in its budget decree to observe financial discipline and not resort to overdraft. We are emphasising the need for urgent capacity building in the Central Bank and the banking sector and are requesting urgent technical assistance in this area. We are examining the relevant laws and regulations and are preparing a series of measures to provide a firm legal basis for a modern financial sector.

Rule of law is the basis of good governance. The administration has strictly abided by the Bonn Agreement and is determined to see the Emergency Loya Jirga take place on time. We are determined to use the time remaining to the Interim Administration to prepare proposals and plans for strengthening the rule of law and to implement measures that would enhance the confidence of our people in their government.

We view the principle of accountable government as applying as much to our development policy as our administrative and judicial. We in the advanced stages of planning a national community empowerment program, called National Solidarity that will deliver a series of block grants to communities to enable them to make decisions in a participatory manner on their key priorities. We are planning to cover at least one to two districts in every province under this program. This approach should enable members of the communities to choose their local leaders, and to strengthen their collective efforts in mobilising their own resources to supplement those provided by the government.

We must get the balance right between Kabul and the provinces, between the urban centres and the rural areas. This is important both to ensure an equitable balance in our investments, and in terms of the political and administrative relationship. All interventions, whether roads, sanitation, power or drinking water, will be chosen on the basis of an even-handed approach to spatial development that focuses on needs not on ethnic group. While Kabul's needs are immense, and there is an urgent need for a comprehensive reconstruction plan of the city, our focus must be the entire country. The physical infrastructure of government is either destroyed or severely damaged. We are therefore planning a major program of construction of the physical infrastructure of governance across the

country. Each ministry and district must have a minimum number of facilities and these facilities should be equipped with means of communication to enable speedy flow of information between levels of government and to connect Kabul to the provinces. Only then will we be able to link up the country under a unified government.

We have carried out an assessment of the capacity of our line ministries and have reached the conclusion that we need an innovative approach to the rapid building of capacity as well as a strategy for reform of the administrative system. Our approach to the immediate problem is to create implementation cells of between 10 and 40 people in line ministries. The staff of these cells, to be recruited on the basis of clear criteria of merit, technical competence and clear definition of tasks, will be provided with the resources to translate our overall programs into specific projects and oversee the implementation of these projects by the private sector, NGOs and international contractors. They will be supported by technical assistance from donors and will work closely with AACA to enhance coordination between communities, the government, donors, NGOs and the UN. We will be adopting a similar approach to the provincial administration.

The years of conflict degraded the civil service. We now need to start work in earnest on the important task of creating a modern and efficient civil service. The Civil Service Commission has been selected and will start its work soon. It will need to be supported by strong analytic work and by inputs from key actors in the development arena to formulate and implement a comprehensive agenda of reform. Of particular importance will be training, in both management and technical areas. A civil service training college is being proposed.

Pay scale is a critical issue. NGOs, bilateral, multilateral organisations and the UN system have pay scales that exceed the government's pay scale by a factor of 50 for their national staff. The differential in pay between international staff and government staff is a factor of 1000–2000. Such an uneven playing field militates against the building of capacity. While the market cannot be controlled, there has to be an imaginative and principled approach to addressing this critical issue. Donors should make a clear commitment to increasing the number of their Afghan national staff and should join the government in setting up a task force to propose sustainable solutions to this problem. Without a workable solution, this problem will haunt all our good intentions for creating capacity.

Security and the rule of law

Rule of law and good governance depend on security. The Afghan state must have a legitimate monopoly of violence, a corollary of which is that its citizens will not need to pay for the cost of protection as individuals. Freedom of movement, for commodities and ideas, is constrained by perceptions of security. For example, many donors now insist on staying in Kabul, and starting projects there. Kabul's needs are immense, but in our judgment, there are other parts of the country that

are more secure than Kabul. Thus does the perception of insecurity exclude areas urgently in need of development assistance from receiving attention.

We have prepared a detailed program for the creation, training and deployment of a national police force. We have, however, been constrained from implementing our program by lack of funds and exclusion of support for the police from the UNDP administrated Trust Fund. This constraint is being removed, and we hope to embark on our program very rapidly. We have also formulated our plan for the formation of a national army and the first battalion of the new army has been trained and deployed as the National Guard.

We will also need to provide for absorption back into society of the mujahedin, who have sacrificed so much for the independence and dignity of this country. Absorption of the mujahedin into the economy, society and polity is a significant challenge. We plan to meet this challenge through a series of measures. A large scale program of vocational training, based on an analysis of the needs of an expanding economy, will be a critical part of this program and we are inviting donors to assist us in implementing this program quickly. Demining is also an urgent priority and a precondition for agricultural recovery and freedom of movement.

We are counting on finding solutions to meeting the expenses of the security sector quickly. In Geneva, there have been extensive discussions on meeting the costs of the national army and police and we now need to act rapidly. Our developmental efforts depend on the provision of security, as without the perception and reality of security of person and property, people will not feel safe to invest.

The judicial system will be revived through a program that provides training, makes laws and precedents available to all parts of the system, and rehabilitates the physical infrastructure and equipment of the judicial sector.

Our vision of security, however, is broader than the services provided by the security sector to the citizens. Security of livelihood is critical to our endeavor, to eliminate poverty, to provide social justice, remove barriers to inclusion and to create a society where all citizens are provided with access to equality of opportunity.

Gender

Gender is a critical issue for us. Subjected to the segregationist policies of the Taliban, our girls and women need special attention. We do not want gender to be a ghetto. There must be specific programs directed to enhancing the capabilities of our girls and women. More importantly, all programs must pay special attention to gender, and not include it as an afterthought. We have to engage in a societal dialogue to enhance the opportunities of women and improve cooperation

between men and women on the basis of our culture, the experience of other Islamic countries, and the global norms of human rights.

Research, information management and policymaking

As a living document, this framework will be amended, modified and transformed in the light of new research, experience and knowledge. Its implementation will thus depend on access to and management of information. Currently, very little reliable information exists, often information is fragmented and hoarded. This hampers the government's ability to respond to predictable crises and to make policy based on evidence of what works and what does not.

The government will create and maintain an information management system on all donor activities. Standards for information gathering need to be set, and information shared promptly and widely. Timely monitoring and evaluation of programs and projects will be built into their design. The Afghanistan Information Management System (AIMS) will be one component of this larger strategy. We have already received assistance and are in the process of implementing this policy. All information management systems created by individual donors should provide inputs to the government's information management system currently at the AACA that will be eventually transferred to the Central Statistical Office.

The role of the state

Finally, our strategy of development provides a clear role for the state. The state must provide security, invest in human capital, and articulate and implement a social policy focused on assistance to the vulnerable and excluded and the elimination of poverty. It must create an enabling environment for the activities of the private sector, make effective use of aid to attract trade and investment, and put the economy on a sustainable path to growth.

We thus need an effective central government that re-establishes the national unity of the country on the basis of strong institutions and the rule of law. Simultaneously, we are committed to building on community level participation and effective management at the local level. We do not see government as the producer and manager of the economy, but as regulator and promoter of the entrepreneurial energies of our people. The state will enter into a direct managerial role only when social justice demands its presence. The government will act in partnership with communities, NGOs, donors, UN organisations and the national and international private sector to implement its programs, and realise its vision. As the legitimate representative of the people, it is the key task and challenge of the government to create the institutions and organisations that would embody principles and practices of good governance.

The Bonn Agreement

Agreement on Provisional Arrangements in Afghanistan Pending the Re-establishment of Permanent Government Institutions

The participants in the UN Talks on Afghanistan,

In the presence of the Special Representative of the Secretary-General for Afghanistan,

Determined to end the tragic conflict in Afghanistan and promote national reconciliation, lasting peace, stability and respect for human rights in the country,

Reaffirming the independence, national sovereignty and territorial integrity of Afghanistan,

Acknowledging the right of the people of Afghanistan to freely determine their own political future in accordance with the principles of Islam, democracy, pluralism and social justice,

Expressing their appreciation to the Afghan mujahedin who, over the years, have defended the independence, territorial integrity and national unity of the country and have played a major role in the struggle against terrorism and oppression, and whose sacrifice has now made them both heroes of jihad and champions of peace, stability and reconstruction of their beloved homeland, Afghanistan,

Aware that the unstable situation in Afghanistan requires the implementation of emergency interim arrangements and expressing their deep appreciation to His Excellency Professor Burhanuddin Rabbani for his readiness to transfer power to an interim authority which is to be established pursuant to this agreement,

Recognising the need to ensure broad representation in these interim arrangements of all segments of the Afghan population, including groups that have not been adequately represented at the UN Talks on Afghanistan,

Noting that these interim arrangements are intended as a first step toward the establishment of a broad-based, gender-sensitive, multi-ethnic and fully representative government, and are not intended to remain in place beyond the specified period of time,

Recognising that some time may be required for a new Afghan security force to be fully constituted and functional and that therefore other security provisions detailed in Annex I to this agreement must meanwhile be put in place,

Considering that the United Nations, as the internationally recognised impartial institution, has a particularly important role to play, detailed in Annex II to this agreement, in the period prior to the establishment of permanent institutions in Afghanistan,

Have agreed as follows:

The Interim Authority

I. General provisions

- 1 An Interim Authority shall be established upon the official transfer of power on 22 December 2001.
- 2 The Interim Authority shall consist of an Interim Administration presided over by a Chairman, a Special Independent Commission for the Convening of the Emergency Loya Jirga, and a Supreme Court of Afghanistan, as well as such other courts as may be established by the Interim Administration. The composition, functions and governing procedures for the Interim Administration and the Special Independent Commission are set forth in this agreement.
- 3 Upon the official transfer of power, the Interim Authority shall be the repository of Afghan sovereignty, with immediate effect. As such, it shall, throughout the interim period, represent Afghanistan in its external relations and shall occupy the seat of Afghanistan at the United Nations and in its specialised agencies, as well as in other international institutions and conferences.
- 4 An Emergency Loya Jirga shall be convened within six months of the establishment of the Interim Authority. The Emergency Loya Jirga will be opened by His Majesty Mohammed Zaher, the former King of Afghanistan. The Emergency Loya Jirga shall decide on a Transitional Authority, including a broad-based transitional administration, to lead Afghanistan until such time as a fully representative government can be elected through free and fair elections to be held no later than two years from the date of the convening of the Emergency Loya Jirga.
- 5 The Interim Authority shall cease to exist once the Transitional Authority has been established by the Emergency Loya Jirga.
- 6 A Constitutional Loya Jirga shall be convened within eighteen months of the establishment of the Transitional Authority, in order to adopt a new constitution for Afghanistan. In order to assist the Constitutional Loya Jirga prepare the proposed Constitution, the Transitional Administration shall, within two months of its commencement and with the assistance of the United Nations, establish a Constitutional Commission.

II. Legal framework and judicial system

- 1 The following legal framework shall be applicable on an interim basis until the adoption of the new Constitution referred to above:
 - i The Constitution of 1964, a) to the extent that its provisions are not inconsistent with those contained in this agreement, and b) with the

- exception of those provisions relating to the monarchy and to the executive and legislative bodies provided in the Constitution; and
- ii existing laws and regulations, to the extent that they are not inconsistent with this agreement or with international legal obligations to which Afghanistan is a party, or with those applicable provisions contained in the Constitution of 1964, provided that the Interim Authority shall have the power to repeal or amend those laws and regulations.
- 2 The judicial power of Afghanistan shall be independent and shall be vested in a Supreme Court of Afghanistan, and such other courts as may be established by the Interim Administration. The Interim Administration shall establish, with the assistance of the United Nations, a Judicial Commission to rebuild the domestic justice system in accordance with Islamic principles, international standards, the rule of law and Afghan legal traditions.

III. Interim Administration

A Composition

- 1 The Interim Administration shall be composed of a Chairman, five Vice Chairmen and 24 other members. Each member, except the Chairman, may head a department of the Interim Administration.
- 2 The participants in the UN Talks on Afghanistan have invited His Majesty Mohammed Zaher, the former King of Afghanistan, to chair the Interim Administration. His Majesty has indicated that he would prefer that a suitable candidate acceptable to the participants be selected as the Chair of the Interim Administration.
- 3 The Chairman, the Vice Chairmen and other members of the Interim Administration have been selected by the participants in the UN Talks on Afghanistan, as listed in Annex IV to this agreement. The selection has been made on the basis of professional competence and personal integrity from lists submitted by the participants in the UN Talks, with due regard to the ethnic, geographic and religious composition of Afghanistan and to the importance of the participation of women.
- 4 No person serving as a member of the Interim Administration may simultaneously hold membership of the Special Independent Commission for the Convening of the Emergency Loya Jirga.

B Procedures

- 1 The Chairman of the Interim Administration, or in his/her absence one of the Vice Chairmen, shall call and chair meetings and propose the agenda for these meetings.

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- 2 The Interim Administration shall endeavour to reach its decisions by consensus. In order for any decision to be taken, at least 22 members must be in attendance. If a vote becomes necessary, decisions shall be taken by a majority of the members present and voting, unless otherwise stipulated in this agreement. The Chairman shall cast the deciding vote in the event that the members are divided equally.

C Functions

- 1 The Interim Administration shall be entrusted with the day-to-day conduct of the affairs of state, and shall have the right to issue decrees for the peace, order and good government of Afghanistan.
- 2 The Chairman of the Interim Administration or, in his/her absence, one of the Vice Chairmen, shall represent the Interim Administration as appropriate.
- 3 Those members responsible for the administration of individual departments shall also be responsible for implementing the policies of the Interim Administration within their areas of responsibility.
- 4 Upon the official transfer of power, the Interim Administration shall have full jurisdiction over the printing and delivery of the national currency and special drawing rights from international financial institutions. The Interim Administration shall establish, with the assistance of the United Nations, a Central Bank of Afghanistan that will regulate the money supply of the country through transparent and accountable procedures.
- 5 The Interim Administration shall establish, with the assistance of the United Nations, an independent Civil Service Commission to provide the Interim Authority and the future Transitional Authority with shortlists of candidates for key posts in the administrative departments, as well as those of governors and *uluswals*, in order to ensure their competence and integrity.
- 6 The Interim Administration shall, with the assistance of the United Nations, establish an independent Human Rights Commission, whose responsibilities will include human rights monitoring, investigation of violations of human rights, and development of domestic human rights institutions. The Interim Administration may, with the assistance of the United Nations, also establish any other commissions to review matters not covered in this agreement.
- 7 The members of the Interim Administration shall abide by a Code of Conduct elaborated in accordance with international standards.
- 8 Failure by a member of the Interim Administration to abide by the provisions of the Code of Conduct shall lead to his/her suspension from that body. The decision to suspend a member shall be taken by a two-thirds majority of the membership of the Interim Administration on the proposal of its Chairman or any of its Vice Chairmen.

- 9 The functions and powers of members of the Interim Administration will be further elaborated, as appropriate, with the assistance of the United Nations.

IV. The Special Independent Commission for the Convening of the Emergency Loya Jirga

- 1 The Special Independent Commission for the Convening of the Emergency Loya Jirga shall be established within one month of the establishment of the Interim Authority. The Special Independent Commission will consist of 21 members, a number of whom should have expertise in constitutional or customary law. The members will be selected from lists of candidates submitted by participants in the UN Talks on Afghanistan as well as Afghan professional and civil society groups. The United Nations will assist with the establishment and functioning of the commission and of a substantial secretariat.
- 2 The Special Independent Commission will have the final authority for determining the procedures for and the number of people who will participate in the Emergency Loya Jirga. The Special Independent Commission will draft rules and procedures specifying: (i) criteria for allocation of seats to the settled and nomadic population residing in the country; (ii) criteria for allocation of seats to the Afghan refugees living in Iran, Pakistan, and elsewhere, and Afghans from the diaspora; (iii) criteria for inclusion of civil society organisations and prominent individuals, including Islamic scholars, intellectuals, and traders, both within the country and in the diaspora. The Special Independent Commission will ensure that due attention is paid to the representation in the Emergency Loya Jirga of a significant number of women as well as all other segments of the Afghan population.
- 3 The Special Independent Commission will publish and disseminate the rules and procedures for the convening of the Emergency Loya Jirga at least ten weeks before the Emergency Loya Jirga convenes, together with the date for its commencement and its suggested location and duration.
- 4 The Special Independent Commission will adopt and implement procedures for monitoring the process of nomination of individuals to the Emergency Loya Jirga to ensure that the process of indirect election or selection is transparent and fair. To pre-empt conflict over nominations, the Special Independent Commission will specify mechanisms for filing of grievances and rules for arbitration of disputes.
- 5 The Emergency Loya Jirga will elect a Head of the State for the Transitional Administration and will approve proposals for the structure and key personnel of the Transitional Administration.

V. Final provisions

- 1 Upon the official transfer of power, all mujahedin, Afghan armed forces and armed groups in the country shall come under the command and control of the Interim Authority, and be reorganised according to the requirements of the new Afghan security and armed forces.
- 2 The Interim Authority and the Emergency Loya Jirga shall act in accordance with basic principles and provisions contained in international instruments on human rights and international humanitarian law to which Afghanistan is a party.
- 3 The Interim Authority shall cooperate with the international community in the fight against terrorism, drugs and organised crime. It shall commit itself to respect international law and maintain peaceful and friendly relations with neighbouring countries and the rest of the international community.
- 4 The Interim Authority and the Special Independent Commission for the Convening of the Emergency Loya Jirga will ensure the participation of women as well as the equitable representation of all ethnic and religious communities in the Interim Administration and the Emergency Loya Jirga.
- 5 All actions taken by the Interim Authority shall be consistent with Security Council resolution 1378 (14 November 2001) and other relevant Security Council resolutions relating to Afghanistan.
- 6 Rules of procedure for the organs established under the Interim Authority will be elaborated as appropriate with the assistance of the United Nations.

This agreement, of which the annexes constitute an integral part, done in Bonn on this 5th day of December 2001 in the English language, shall be the authentic text, in a single copy which shall remain deposited in the archives of the United Nations. Official texts shall be provided in Dari and Pashto, and such other languages as the Special Representative of the Secretary-General may designate. The Special Representative of the Secretary-General shall send certified copies in English, Dari and Pashto to each of the participants.

For the participants in the United Nations Talks on Afghanistan:

Ms Amena Afzali	Mr Abbas Karimi
Mr S. Hussain Anwari	Mr Mustafa Kazimi
Mr Hedayat Amin Arsala	Dr Azizullah Ludin
Mr Sayed Hamed Gailani	Mr Ahmad Wali Massoud
Mr Rahmatullah Musa Ghazi	Mr Hafizullah Asif Mohseni
Eng. Abdul Hakim	Prof. Mohammad Ishaq Nadiri
Mr Houmayoun Jareer	Mr Mohammad Natiqi

Mr Yunus Qanooni

Dr Zalmai Rassoul

Mr H. Mirwais Sadeq

Dr Mohammad Jalil Shams

Prof. Abdul Sattar Sirat

Mr Humayun Tandar

Mrs Sima Wali

General Abdul Rahim Wardak

Mr Pacha Khan Zadran

Witnessed for the United Nations by:

Mr Lakhdar Brahimi

Special Representative of the Secretary-General for Afghanistan

ANNEX I

International Security Force

- 1 The participants in the UN Talks on Afghanistan recognise that the responsibility for providing security and law and order throughout the country resides with the Afghans themselves. To this end, they pledge their commitment to do all within their means and influence to ensure such security, including for all United Nations and other personnel of international governmental and non-governmental organisations deployed in Afghanistan.
- 2 With this objective in mind, the participants request the assistance of the international community in helping the new Afghan authorities in the establishment and training of new Afghan security and armed forces.
- 3 Conscious that some time may be required for the new Afghan security and armed forces to be fully constituted and functioning, the participants in the UN Talks on Afghanistan request the United Nations Security Council to consider authorising the early deployment to Afghanistan of a United Nations mandated force. This force will assist in the maintenance of security for Kabul and its surrounding areas. Such a force could, as appropriate, be progressively expanded to other urban centres and other areas.
- 4 The participants in the UN Talks on Afghanistan pledge to withdraw all military units from Kabul and other urban centers or other areas in which the UN mandated force is deployed. It would also be desirable if such a force were to assist in the rehabilitation of Afghanistan's infrastructure.

ANNEX II

Role of the United Nations during the Interim Period

- 1 The Special Representative of the Secretary-General will be responsible for all aspects of the United Nations' work in Afghanistan.
- 2 The Special Representative shall monitor and assist in the implementation of all aspects of this agreement.
- 3 The United Nations shall advise the Interim Authority in establishing a politically neutral environment conducive to the holding of the Emergency Loya Jirga in free and fair conditions. The United Nations shall pay special attention to the conduct of those bodies and administrative departments which could directly influence the convening and outcome of the Emergency Loya Jirga.
- 4 The Special Representative of the Secretary-General or his/her delegate may be invited to attend the meetings of the Interim Administration and the Special Independent Commission on the Convening of the Emergency Loya Jirga.
- 5 If for whatever reason the Interim Administration or the Special Independent Commission were actively prevented from meeting or unable to reach a decision on a matter related to the convening of the Emergency Loya Jirga, the Special Representative of the Secretary-General shall, taking into account the views expressed in the Interim Administration or in the Special Independent Commission, use his/her good offices with a view to facilitating a resolution to the impasse or a decision.
- 6 The United Nations shall have the right to investigate human rights violations and, where necessary, recommend corrective action. It will also be responsible for the development and implementation of a programme of human rights education to promote respect for and understanding of human rights.

ANNEX III

Request to the United Nations by the Participants at the United Nations Talks on Afghanistan

The participants in the UN Talks on Afghanistan hereby:

- 1 Request that the United Nations and the international community take the necessary measures to guarantee the national sovereignty, territorial integrity and unity of Afghanistan as well as the non-interference by foreign countries in Afghanistan's internal affairs;
- 2 Urge the United Nations, the international community, particularly donor countries and multilateral institutions, to reaffirm, strengthen and implement their commitment to assist with the rehabilitation, recovery

- and reconstruction of Afghanistan, in coordination with the Interim Authority;
- 3 Request the United Nations to conduct as soon as possible (i) a registration of voters in advance of the general elections that will be held upon the adoption of the new constitution by the Constitutional Loya Jirga and (ii) a census of the population of Afghanistan.
 - 4 Urge the United Nations and the international community, in recognition of the heroic role played by the mujahedin in protecting the independence of Afghanistan and the dignity of its people, to take the necessary measures, in coordination with the Interim Authority, to assist in the reintegration of the mujahedin into the new Afghan security and armed forces;
 - 5 Invite the United Nations and the international community to create a fund to assist the families and other dependents of martyrs and victims of the war, as well as the war disabled;
 - 6 Strongly urge that the United Nations, the international community and regional organisations cooperate with the Interim Authority to combat international terrorism, cultivation and trafficking of illicit drugs and provide Afghan farmers with financial, material and technical resources for alternative crop production.

Code of Conduct for NGOs engaged in Humanitarian Action, Reconstruction, and Development in Afghanistan

Preamble

Because Afghanistan is at a unique point in its history and has the opportunity to move towards long-term stability, economic prosperity and respect for human rights;

Because NGOs are civil society actors and a strong civil society is essential to the development and functioning of a stable Afghan nation and state;

Because NGOs are committed to the development of Afghanistan and Afghan capacity;

Because the development of a new Constitution and a legislative structure for Afghanistan provide a context in which accountable and responsible behaviour can flourish and be recognised;

Because NGOs, as civil society organisations and emergency and development programme implementers, continue to make important contributions with and for the Afghan people;

Because the nature and roles of NGOs are not well understood, leading to accusations that NGOs misuse funds and are wasteful and self-serving;

Because various “for-profit” and political actors misuse the NGO umbrella to promote their commercial or political interests;

Because NGOs continue to face demands that pull them in many different directions and may threaten their capacity and their independence as civil society actors; and

Because Codes of Conduct are a mechanism by which NGOs can ensure higher standards – including greater transparency and accountability,

We, the accredited representatives of NGOs in Afghanistan, hereby voluntarily affix our signatures to this Code of Conduct and commit our organisations to upholding the Principles of Conduct in this Code.

Definitions

The Code of Conduct is a set of shared norms, principles and values that aims to enhance the conduct and reputation of NGOs.

Non-governmental organisations are voluntary, not-for-profit, non-partisan and independent organisations or associations engaged in serving the public good. NGOs may be national as well as international; secular as well as “faith-based”; and of membership and non-membership categories.

- “Voluntary” denotes free will on the part of the NGO as well as community partners.
- “Not-for-profit” means that an NGO cannot distribute its assets, earnings or profits as such to any person. However, there may be paid employees or activities generating revenue which will be used solely for the stated purposes of the organisation.
- Non-partisan and independent indicates that the NGO is controlled and directed by its governing body, in keeping with its mandate and not by any other power or group.

Signatories are NGOs whose duly accredited representative has signed and accepted this Code of Conduct.

We refers to all signatories to the Code of Conduct.

Civil society includes all formal and informal groups and associations that are not of the public and business sectors. NGOs are a part of civil society.

Gender equality means that the different behaviour, aspirations, needs and rights of women and men are considered, valued and favoured equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female.

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 which is considered equivalent in terms of rights, benefits, obligations and opportunities.

Capacity building is the process by which individuals, groups, organisations, institutions and societies increase their abilities to:

- 1 perform core functions, solve problems, define and achieve objectives; and
- 2 understand and deal with their development needs in a broad context and in a sustainable manner.

Humanitarian action includes those activities taken to prevent and alleviate human suffering arising out of conflict, crisis and calamity, including any situation involving:

- 1 damage to or loss of lives of non-combatants in a conflict situation; or
- 2 patterns of (gross) human rights or humanitarian law violations against civilians in conflict and/or ongoing political crisis.

NGO Mission Statement

Our general mission as NGOs operating in Afghanistan is to address humanitarian, reconstruction and sustainable development needs in Afghanistan, with a special focus on the rights of those who are disadvantaged and vulnerable. We work in partnership with each other, the government, donors and communities.

Purpose of the Code

The Code of Conduct will promote:

- improved understanding of NGOs, their purposes and their accomplishments among the general public, government, donors and the media;
- transparency, accountability and good management practices in the operation of NGOs by voluntary self-regulation; and
- improved quality of services provided by NGOs by raising standards of conduct.

Principles of Conduct

1. Our Organisations Are People-Centered

- 1.1 **Focus on the people we serve:** Our primary loyalty, accountability and responsibility is to the people we serve. Our programmes are designed and developed in response to the needs of the people.
- 1.2 **Self-reliance and ownership:** We seek to help people and communities to solve their own problems. We encourage and enable the development of self-reliance and advance the right of people to fully participate in decisions that affect their lives.
- 1.3 **Human rights:** We endeavour to respect, protect and promote the fulfilment of the human rights and obligations of all Afghans in accordance with international law.
- 1.4 **Trust:** We work to build the trust of the communities with which we work.
- 1.5 **Participation and non-discrimination:** We involve men, women, youth and children of our target communities to the greatest possible extent, engaging them in the conception, implementation and evaluation of projects and programmes. We strive to ensure the participation of marginalised groups in communities where we work.
- 1.6 **Respect for local values:** We respect the dignity and identity of the individual, and acknowledge indigenous knowledge, culture, religious faith and values. This does not mean that we support practices that undermine the human rights of any individual or group.

2 Our Organisations Are Committed to Sustainable Positive Impact

- 2.1 **Effectiveness:** We are committed to effectiveness and to maximising the positive impact of our programmes. We avoid duplication of services.
- 2.2 **Sustainability:** Whenever possible, our programmes seek durable solutions that are cost effective, that build Afghan ownership and capacity, and that are driven by the long-term development goals of communities.
- 2.3 **Environmental impact:** We exercise a responsible and responsive approach to the care of the physical, natural environment and to the proper management of Afghanistan's ecosystems in all our activities.
- 2.4 **Monitoring and evaluation:** We monitor and evaluate the impact of our programmes and share findings with relevant stakeholders, including the communities we serve, donors, government and the general public.

3 Our Organisations Are Committed to Transparency and Accountability

- 3.1 We are transparent and accountable in our dealings with the government and community partners, the public, donors and other interested parties.
- 3.2 **Accountability:** We develop and maintain sound financial policies, audits, and systems in order to manage our accounts. We conform to the constitution, laws, rules and regulations of the government of Afghanistan and where necessary, lobby for policy change. We are truthful and honest in all matters related to raising, using and accounting for funds. We maintain sound financial, accounting, procurement, transport and administrative systems that ensure the use of resources in accordance with intended purposes.
- 3.3 **Transparency:** We disseminate information on our goals and activities to interested stakeholders. We maintain and make available financial and activity reports upon request by relevant and interested parties. We use all available opportunities to inform the public about our work and about the origin and the use of our resources.

4 Our Organisations Are Committed to Good Internal Governance

- 4.1 **Governing documentation:** We have written constitutions or memorandums of association that clearly define our missions, our objectives and our organisational structures.
- 4.2 **Equal opportunity:** We develop and apply written policies, rules and procedures that affirm our commitment to equal opportunities in our employment practices and in the promotion of staff.
- 4.3 **Employment practices:** We apply hiring and termination practices that respect the freedom of choice of individuals and the human resource needs of other stakeholders. We offer positions based on merit, pay

appropriate salaries, allocate job responsibilities according to individual capacities, and demand adequate notice from employees and provide adequate notice for terminations without cause.

- 4.4 **No conflicts of interest:** All our organisational transactions are free of conflicts of personal and professional interest. The services of board members shall be given freely and voluntarily, other than reimbursements for essential costs incurred during service.

5 Our Organisations Are Committed to Honesty, Integrity and Cost Effectiveness

- 5.1 **Honesty:** We are truthful in all our professional activities.
- 5.2 **Integrity:** We refrain from internal and external practices that undermine the ethical integrity of our organisations. We do not engage in theft, corrupt practices, nepotism, bribery or trade in illicit substances. We accept funds and donations only from sources whose aims are consistent with our mission, objectives and capacity, and which do not undermine our independence and identity.
- 5.3 **Cost effectiveness:** We utilise the resources available to our organisations in order to pursue our missions and strategic objectives in cost-effective ways. We strive to minimise waste and unnecessary expense, and to direct all possible resources to the people we serve.

6 Our Organisations Are Committed to Diversity, Fairness, Non-Discrimination against Marginalised Groups and to Affirmative Action

- 6.1 **Diversity:** We seek to have a workforce that appropriately reflects the gender, ethnic, geographic and religious diversity of Afghanistan and of the areas where we work.
- 6.2 **Equity:** We seek to advance greater balance and to promote equity in all internal relations as well as equitable access to opportunities within our organisations. We seek to include the underserved, the vulnerable, the disabled and other marginalised groups in all our initiatives.
- 6.3 **Gender equity:** We consider and value equally the different behaviour, aspirations, needs and rights of women and men. This may include equal treatment or treatment that is different but which is considered equivalent in terms of rights, benefits, obligations and opportunities. Their rights, responsibilities and opportunities do not depend on whether they are born male or female.
- 6.4 **Non-discrimination against marginalised groups:** Our human resource policies and practices promote non-discriminatory recruitment, hiring, training and working practices, and relationships.
- 6.5 **Affirmative action:** We strive to increase the representation of under-represented groups in senior decision-making positions at headquarters,

in the field, in boards and in advisory groups. We seek to include the underserved, the vulnerable, the marginalised and the disabled in all our initiatives. We endeavour to strengthen the position of Afghan women both within and outside our organisations.

7 Our Organisations Are Committed to Building Afghan Capacity

- 7.1 **Capacity building:** We take every appropriate opportunity to help build Afghan capacity to understand needs, establish priorities and take effective action so that ultimately humanitarian, development and reconstruction needs are met by Afghans.
- 7.2 **Consultation:** We design and implement projects in consultation with local communities and the government because we are committed to the long-term sustainable development of Afghanistan.
- 7.3 **Sustainability:** We design and facilitate projects so that services may be taken over by target communities or by government bodies to enhance sustainability.
- 7.4 **Human resources:** In line with our policy of commitment to capacity building, we give priority to Afghan nationals in our recruitment, hiring and training practices.
- 7.5 **Physical and technical resources:** We maximise the utilisation of locally available physical and technical resources, where appropriate.
- 7.6 **Appropriate technologies:** We promote the use of appropriate technologies that can be owned and maintained by communities.

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How to use this section

This Contacts section includes addresses, phone numbers and email addresses for the assistance community, government ministries and foreign embassies in Afghanistan. A version of this directory is also available at www.areu.org.af.

The information in this directory is accurate as of July 2005. However, addresses, phone numbers and email contacts are constantly changing as organisations relocate, expand and test different communication systems. The accuracy and currency of this list relies on the voluntary contributions of organisations listed, which are encouraged to send any additions or changes to areu@areu.org.af.

All contact details are for organisations in Afghanistan, except for the last section, which lists contact information for Afghanistan-related offices in Pakistan. Refer to the Maps section of this guide for locations of UN offices, government ministries and embassies.

All organisations' contact details are listed alphabetically by province. Kabul Province is listed first, with the remaining 33 provinces following in alphabetical order. Contacts in Pakistan are included at the end. Within each section, contacts are listed alphabetically by the full title of the organisation. Though acronyms are provided, this is not the basis for alphabetisation. Embassies can be found alphabetically according to the colloquial English name for their country, for example, "The Embassy of the Islamic Republic of Iran" is listed under "Iran" rather than "Embassy" or "Islamic Republic".

No distinction is made between mobile and digital phone lines. Afghan numbers beginning with 070 or 079 indicate mobile lines and all others indicate digital, or ground, lines. "Satellite" refers to the various satellite services available in Afghanistan, including Thuraya.

Kabul Province

AHF Abdul Haq Foundation

Torabaz Khan Square
Shahr-e Naw, Kabul
email abdulhaqfoundation@hotmail.com

AED Academy for Educational Development

Hs. 466, St. 13
Wazir Akbar Khan, Kabul
Ms Lisa Piper (Country Director)

Academy of Sciences Library

Charahi Sherpoor
Shahr-e Naw, Kabul
phone 070 202 307
079 564 818
020 210 2921
Dr Mohammed Alam (Is Haq Zai) (Senior Researcher)

ACF Action Contre La Faim

Charahi Tang-e Til, Macrorayon 3
(next to Fire Department)
Macrorayon, Kabul
phone 070 277 337
070 285 330
070 224 694
email acfafgha@kbl.pactec.net
acfafgha@yahoo.co.uk
website www.actioncontrelafaim.org
Mr Thomas Loreaux (Country Director)

AA-A ActionAid Afghanistan

Hs. 74, St. 2 (opp. Medina Bazaar)
Qalai Fatullah, Kabul
Mr Bijay Kumar (Country Director)

ADRA Adventist Development and Relief Agency

Hs. 11, Kolola Pushta St., St. 2
Shahr-e Naw, Kabul
phone 070 274 601
079 328 403
satellite 0088 216 5426 0530
email p.jaggi@adra-af.org
website www.adra.org
Dr Peter Jaggi (Country Director)

AAD Afghanaid

Hs. 94, Hesa-e Do, Main Rd.
Karte Parwan, Kabul
(PO Box 6066)
phone 079 309 373
070 276 447
075 202 1842
satellite 0088 216 8444 4222
fax +44 (0)207 255 3344
email afghanaid@ceretechs.com
daveaad@brain.net.pk
website www.afghanaid.org.uk
Mr Dave Mather (Managing Director)

AABRAR Afghan Amputee Bicyclists for Rehabilitation and Recreation

Chaman Babrak, St. 1 (behind Murwarid Wedding Hall)
Kolola Pushta, Kabul
phone 070 284 986
070 611 917
070 288 219
satellite 0088 216 2122 1855
email aabrar_kabul@yahoo.com.au
website www.aabrar.org
Dr Abdul Baseer (Executive Director)

ABC Afghan Bureau for Consultancy

Hs. 2, St. 6
Qalai Fatullah, Kabul
phone 070 284 604
079 421 096
075 202 2299
email abc_kabul@yahoo.com
Ms Latifa Afzaly (General Director)

AC Afghan Center

Hs. 1441, 3rd St. (behind Soria School)
Karte Char, Kabul
phone 070 271 445
email dgoodno@mail.com
Mr Duaine Goodno (Country Director)

- ACSF Afghan Civil Society Forum**
Hs. 45, Shahrar Watt (opp. Malalai
Maternity Hospital)
Shahr-e Naw, Kabul
phone 070 277 284
079 234 479
020 220 1061
email azizrr@swisspeace.ch
schmeidl@swisspeace.unibe.ch
Mr Aziz Rafiee (Managing Director)
- ACHR Afghan Commission for Human Rights**
Hs. 41, St. 10
Qalai Fatullah, Kabul
Mr Lal Gul (Chairman)
- ACDO Afghan Community Development
Organization**
St. 10
Taimani Watt, Kabul
phone 070 281 991
email acdo1232003@yahoo.com
Mr Gul Waiz Kazar (Executive Director)
- AC Afghan Connection**
c/o ACBAR (Shaheed Tomb, Charahi
Shaheed)
Shahr-e Naw, Kabul
- ACC Afghan Conservation Corps**
c/o NEPA, National Environment
Protection Agency
Darulaman, Kabul
phone 070 201 126
070 263 400
email acc@unopsmail.org
erinh@unopsmail.org
Ms Erin Hannan (Project Officer)
- ACU Afghan Consultancy Unit**
Hs. 564, St. 9
Qalai Fatullah, Kabul
phone 079 384 895
070 276 402
079 330 163
email bazmb@hotmail.com
Eng. Baz Mohammad Baz (Director)
- AGBE Afghan German Basic Education**
c/o ACBAR (Shaheed Tomb, Charahi
Shaheed)
Shahr-e Naw, Kabul
- AGHCO Afghan German Help Coordination Office**
Hs. 7, St. 7 (near Gharwall Mosque)
Taimani, Kabul
phone 070 277 766
079 330 072
075 202 0632
email wahidi_aghco@hotmail.com
Sayed Fazlullah Wahidi (Director)
- AHSAO Afghan Health and Social Assistance
Organisation**
Hs. 9461, Block 6, District 12, Ahmad
Shah Baba Meena
Karte Momoren, Kabul
phone 079 320 664
079 218 880
070 614 949
email ahsaongo@hotmail.com
ahsao@hotmail.com
Mr Omar Gul (Deputy Director)
- AHS Afghan Health Services**
Hs. 248, St. 5, Hesa 1
Khair Khana, Kabul
(PO Box 1109)
- AIHRC Afghan Independent Human Rights
Commission**
Pul-e-Surkh
Karte Sai, Kabul
phone 020 250 0676
020 250 0677
email aihrc@aihrc.org.af
website www.aihrc.org.af
Mr Abdul Hamid Layan (Executive
Director)
- AITM Afghan Inkisahaafee Tarbaiwee Markaz**
Part 2, Karte Parwan (opp. former British
Embassy)
Karte Parwan, Kabul
phone 070 252 117
079 334 370
020 201 253

email aitm786@yahoo.com
Mr Sardar Mohammad Samoon
(Managing Director)

email ancb_ch@yahoo.com
website www.ancb.org
Mr Eng. Rahmatullah (Executive Director)

AIL Afghan Institute of Learning

Mir Ahmad Mosque St. 2 (behind
Baharistan Cinema)
Karte Parwan, Kabul

ARCA Afghan Rehabilitation Committee for Afghanistan

c/o ACBAR (Shaheed Tomb, Charahi
Shaheed)
Shahr-e Naw, Kabul

AIA Afghan Islamic Agency

Charahi Torabaz Khan, Flower St.
Shahr-e Naw, Kabul
Mr Mohammad Yaqoob Sharafat
(Director)

ARC Afghan Relief Committee

3rd Floor, Katawaz Building (opp. Millie
Cinema)
Salang Watt, Kabul

AINA Afghan Media and Cultural Center

Charahi Malik Asghar
Shah Mahmoud Watt, Kabul
Reza Deghati/Christophe Coeckelbergh
(Officers)

phone 070 287 606

email arcps@psh.paknet.com.pk

Mr Abdulah Qaderdan (Head of Office)

AMRAN Afghan Mobile Reconstruction Association

2nd St., Kolola Pushta Rd (opp.
Azerbaijan Airlines)
Shahr-e Naw (Charahi Ansari), Kabul
Mr Sayed Abdul Qayum Sayedi (Director)

ATC Afghan Technical Consultants

Hs. 22 & 24, St. 10
Wazir Akbar Khan, Kabul

phone 070 278 261

070 220 326

020 230 1308

email atc@atcafghanistan.org

atc_kabul@yahoo.com

Mr Kefayatullah Eblagh (Director)

ANWAR Afghan Nation's Welfare and Rehabilitation

Jadi Andarabi, 2nd floor (next to Noor
Medical Laboratories)
Pul-e Bagh-e Omomi, Kabul
(PO Box 1150, Central Post Office)
phone 070 297 431
079 024 068
020 210 0080
email maanwar786@hotmail.com
manwar706@yahoo.com

ATCE Afghan Turk Cag Education

14 Story Building, 9th Floor
Cinema Pamir, Kabul

phone 070 285 511

070 218 255

020 210 0722

fax 020 210 0722

email atce@turkiye.com

Feti Karakoc (Deputy Director)

Mr Mohammed Akbar Anwar (Director)

AVNA Afghan Voice News Agency

Paikob-e Naswar
Qalai Fatullah, Kabul

phone 020 220 0146

Mr Syed Esa Hussiny (Director)

ANCB Afghan NGO Coordination Bureau

Hs. 1, St. 3
Qalai Fatullah, Kabul
(PO Box 981)
phone 070 277 766
079 330 072
020 220 2656

- AWASA Afghan Women Association for Social Assistance**
Hs. 12, St. 7
Khushal Khan Meena, Kabul
phone 079 010 128
email mhccaf@gmail.com
A. Amin (Manager)
- AWHRO Afghan Women Human Rights Organization**
St. 4, Pressure Cooker Factory St.
Shash Darak, Kabul
phone 079 048 445
Mr Romal Mohaiyudin (Director)
- AWJA Afghan Women Judges Association**
Hs. 378, St. 8
Taimani, Kabul
phone 070 210 076
email marbaz2709@hotmail.com
Marzia Basel (Director)
- AWWO Afghan Women Welfare Organization**
St. 7
Taimani, Kabul
phone 070 275 155
070 216 430
Ms Freshta Sarwari (Director)
- AWEC Afghan Women's Educational Center**
Hs. 2, St. 2, off Daramsal
Karte Parwan, Kabul
phone 070 263 794
075 202 3209
email awec@ceretechs.com
awec_kabul@hotmail.com
website www.awec.info
Ms Shinkai Zahine (Director)
- AWN Afghan Women's Network**
Hs. 193, St. 3
Qalai Fatullah, Kabul
phone 070 286 598
email awnkabul@hotmail.com
website www.afghanwomensnetwork.org
Heba Tarzi (Office Manager)
- AWNF Afghan Women's New Foundation**
Apt. 29, Block 20, Macrorayon 4
Macrorayon, Kabul
Ms Farida Sherzoy (Director)
- AWRC Afghan Women's Resource Centre**
Hs. 108, Bagh-e Bala (opp. Hindu Temple St.)
Karte Parwan, Kabul
phone 070 280 179
079 203 056
email awrckabul@hotmail.com
awrckabul@yahoo.com
Partawmina Hashemee (Director)
- AWSCO Afghan Women's Social and Cultural Organization**
c/o ANCB, Hs. 1 (left side), St. 3 (near Zarghana High School)
Qalai Fatullah, Kabul
- AWSLC Afghan Women's Vocational Skills Learning Center**
Taimani St. 10, Lane 1 (opp. Tawfiq Dormalton)
Taimani, Kabul
Mr Nasrullah Rahmati (Director)
- AWWD Afghan Women's Welfare Department**
Hs. 25, St. 1
Medina Bazaar, Kabul
Ms Spozhmay Faiz (Head of Office)
- ABR Afghanistan Bureau for Reconstruction**
Hs. 428, St. 8, District 4
Taimani, Kabul
phone 070 291 104
070 247 402
email m_ajmal_r@yahoo.com
m_ajmal_r@msn.com
Eng. Ahmad Ibrahim Haidari (Regional Director)
- ADA Afghanistan Development Association**
Hs. 48, Haji Mir Ahmad Mosque (across from Haji Mir Ahmad Sarai)
Karte Parwan, Kabul

email ada@neda.af
Mr Abdul Razique Samadi (Managing Director)

AHRO Afghanistan Human Rights Organization

Hs. 41, St. 3, Paikob-e Naswar
Qalai Fatullah, Kabul
phone 070 203 866
070 259 255
070 083 128
email achr98@yahoo.com
achr98@hotmail.com

AIMS Afghanistan Information Management Service

12 Salang Watt (next to Inhessarat Building)
Salang Watt, Kabul
(PO Box 005, c/o UNDP)
phone 070 248 827
070 105 482
email info@aims.org.af
website www.aims.org.af
Mr Neal Bratschun (Programme Manager)

AICC Afghanistan International Chamber of Commerce

Hs. 91 (white, 3 story building), St. 2
Shash Darak, Kabul
phone 079 242 623
020 210 4074
020 210 0047
email ishaq.aicc@gmail.com
Mr M. Ishaq Ahmadzai (Director,
International Trade and Investment
Promotion Office)

AL Afghanistan Libre

Hs. 172, Flower St.
Shahr-e Naw, Kabul
phone 070 281 209
070 295 700
079 110 750
email afghanistanlibrekaboul@yahoo.fr
website www.afghanistan-libre.fr
Daoud Hachemi (Head of Mission)

ANSO Afghanistan NGO Safety Office

Hs. 5, St. 4
Qalai Fatullah, Kabul
phone 070 283 320
079 322 133
satellite 0088 216 6788 1631
email coordinator@afgnso.org
program@afgnso.org

Afghanistan Parliamentary Assistance Programme

Hs. 14, St. 10
Wazir Akbar Khan, Kabul
phone 079 490 989
email bernie.r@sunyaf.org
Bernie Ryan (Chief of Party)

APEP Afghanistan Primary Education Programme

Hs. 1578, 1st St., District 3 (near Habibia High School)
Karte Char, Kabul
phone 020 250 0435
020 250 0434
website www.caii.com
Mr John Knight (Chief of Party)

AREP Afghanistan Rehabilitation and Education Programs

St. 9, Moy Mubarak (opp. the Russian Ambassador's house)
Taimani, Kabul
phone 070 283 859
079 322 734
email enayatullah_enayat@yahoo.com

ARRAF Afghanistan Rehabilitation and Reconstruction Agency Falah

10th St. (opp. Post Office)
Qalai Fatullah, Kabul
(PO Box 289)
phone 070 284 549
070 291 378
satellite 0088 216 2133 2812
email arrafafg@yahoo.com
Mr Aziz Ahmed Barez (Executive Director)

- AFRA Afghanistan Research Associates**
Hs. 7, St. 12
Khushal Khan Meena, Kabul
phone 079 202 076
email analyst@workmail.com
afghanistan@kurdland.com
A. Amin (President)
- ASP Afghanistan Solidarity Programme**
c/o ACBAR (Shaheed Tomb, Charahi
Shaheed)
Shahr-e Naw, Kabul
- ASC Afghanistan Study Centre**
Hs. 3, St. 1
Kolola Pushta, Kabul
- AWC Afghanistan Women's Council**
Between St. 3 & 4 (opp. German
Resturant)
Qalai Fatullah, Kabul
phone 070 205 916
020 220 1625
email awcafgh@yahoo.com
website www.afghanistanwomencouncil.
org
Ms Fatan Said Gailani (Founder/
Chairperson)
- Afghans4Tomorrow**
1st St., Tap-e Salam
Demazang, Kabul
phone 070 283 755
email wahidomar@comcast.net
website www.Afghans4Tomorrow.com
Wahid Omar (President)
- AKDN Aga Khan Development Network**
Hs. 297, St. 17, Wazir Akbar Khan Rd.
Wazir Akbar Khan, Kabul
phone 079 300 082
email aly.mawji@akdn.ch
website www.akdn.org
Aly Mawji (Head of Agency)
- AKES Aga Khan Education Services**
Hs. 648, St. 9-b Sherpoor, District 10
Shahr-e Naw, Kabul
- phone 079 235 112
email Savita.sarin@akdn-afg.org
Savita Sarin (HR and Administrative Officer)
- AKF-A Aga Khan Foundation, Afghanistan**
Hs. 43, St. 13
Wazir Akbar Khan, Kabul
phone 079 211 122
020 230 1189
fax 0087 376 3631 489
email Tom.Austin@akdn-afg.org
website www.akdn.org
Mr Tom Austin (CEO)
- AKHS Aga Khan Health Service Afghanistan**
Hs. 648, St. 9-b Sherpoor, District 10
Shahr-e Naw, Kabul
phone 079 419 599
email Nayamat.Shah@akdn-afg.org
website www.akdn.org
Dr Nayamat Shah (Country Programme
Director)
- AKTC Aga Khan Trust for Culture**
Darulaman Rd., Gosargah St.
Darulaman, Kabul
(PO Box 5805, Central Post Office)
- AFP Agence France Presse**
phone 070 282 666
079 215 027
email afpkabul@afp.com
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JRC Judicial Reform Commission

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Sari Pul Province

CoAR Coordination of Afghan Relief, Sari Pul

Close to the Cinema Building
Shahr-e Naw

phone 079 127 335
Rafeallah Namani (Field Manager)

Ibn Sina Public Health Programme for Afghanistan, Sari Pul

Rahmatabad (near the Provincial Hospital)
Sari Pul

phone 079 149 384
079 149 385
satellite 0088 216 3332 9441
email jawadosmani@yahoo.com

Dr Mohammad Jawad Osmani (Project Manager)

NSP/OP Oversight Consultants of the National Solidarity Programme, Sari Pul
 UNAMA St., North of GAA Office (in front of Gudamdar Mosque)
 Shahr-e Naw
 phone 079 151 430
 email sarepul@nspafghanistan.org
 Eng Nabi (Team Leader)

email mohammad.aslam@concern.net
 website www.concern.net
 Mohammad Aslam (Programme Coordinator)

Concern Worldwide, Taluqan

Wakil Mohammad Nazar St. (behind Friday Prayer Mosque)
 Taluqan
 (PO Box 2016, Kabul)

phone 070 707 753
 070 707 752
 satellite 0087 376 2498 470
 email luke.stephens@concern.net
 kwanli.kladstrup@concern.net
 website www.concern.net
 Luke Stephens (Assistant Country Director)

Concern Worldwide, Warsaj

Warsaj
 (PO Box 2016, Kabul)
 satellite 0088 216 5426 0509
 email jess.garana@concern.net
 website www.concern.net
 Jess Garana (Programme Coordinator)

Takhar Province

ACTED Agency for Technical Cooperation and Development, Taluqan

New Project Area (beside to HT office)
 Shahid Square, Taluqan
 phone 070 706 742
 satellite 0088 216 5060 1527
 website www.acted.org

ARE Ariameher Rehabilitation Establishment, Takhar

Commando St.
 Takhar
 phone 070 203 654
 Massoud Sroor

AAR Japan Association for Aid and Relief Japan, Takhar

Hs. 88, Rias Amir Mohammad St. 2
 Sesad Family Park, Taluqan
 phone 070 007 076
 079 876 570
 satellite 0087 376 1216 487
 email aar-taluqan@k9.dion.ne.jp
 website www.arrjapan.gr.jp
 Masato Tabe (Programme Manager)

MSH Management Sciences for Health, Takhar

Takhar
 phone 070 704 861
 Ahmad Wali (Provincial Health Advisor)

ME Mission East, Taluqan (Head Office)

Wakil Mohammad Nazar St.
 Taluqan
 phone 079 865 699
 satellite 0088 216 5420 0531
 email mark.grewcoe@miseast.org
 Mark Grewcoe (Country Director)

CAF Care of Afghan Families, Takhar

Hs. 1, Ln. 1, High School St. (next to Bajawory Mosque)
 Taluqan
 satellite 0088 216 5559 0362

Concern Worldwide, Rustaq

Rustaq
 (PO Box 2016, Kabul)
 satellite 0087 376 2280 289

NSP/OP Oversight Consultants of the National Solidarity Programme, Takhar

Near Speen Zar Company
 phone 079 229 248
 070 705 045
 email takhar@nspafghanistan.org
 Eng Ismayel (Team Leader)

RI Relief International, Taluqan
5th St. (on the way to the airport from the
center of Taluqan)
Taluqan
phone 070 708 788
Mir Najibullah

TDH Terre des Hommes, Rustaq
Rustaq
satellite 0087 376 1619 460
email tdhrus18@les-raising.de
Mrs Forzana (Project Coordinator)

**HAFO Helping Afghan Farmers Organisation,
Wardak**
Sadat-e Baba Kheil
Jaghatu
Juma Gul Khan (Admin Officer)

**Madera Mission d'Aide au Developpement des
Economies Rurales en Afghanistan,
Hazarajat**
Gardandewal Behsud I, Ab-e Shirom
Behsud II Maidan
Hazarajat
satellite 0088 216 8983 1413
email madera_behsud@yahoo.fr
Mr Ramazan Mehdiyar (Area Manager)

Wardak Province

**BRAC Bangladesh Rural Advancement
Committee, Wardak**
Maidan Shahr
phone 079 115 419

**CCA Cooperation Center for Afghanistan,
Wardak**
Ab-e Shirom, Beshood II

**CPAU Cooperation for Peace and Unity,
Saydabad**
Saydabad Centre (near Health Clinic)
Saydabad
Ustad Rahimullah (Contact Person)

CoAR Coordination of Afghan Relief, Wardak
Saydabad District
Shash Qala
phone 079 391 816
Mr Mokhtar Kazimi (Regional Manager)

**NSP/OP Oversight Consultants of the National
Solidarity Programme, Wardak**
Maidan Shahr RRD Building
phone 079 170 720
079 170 721
satellite 0088 216 2113 4073
email Wardag@nspafghanistan.org
Eng Nasir (Team Leader)

Zabul Province

**Ibn Sina Public Health Programme for
Afghanistan, Zabul**
Near the Government Hs.
Zabul
satellite 0088 216 3331 3930
Dr Fazel Raman (Acting Project Manager)

Pakistan

- AGBE Afghan German Basic Education, Peshawar**
 St. 1, Shaheen Town
 University Road, Peshawar
 (PO Box 1082, U.P. Box)
 phone +92 300 592 6405
 fax +92 91 842 693
 Faisal Mir
- AGHCO Afghan German Help Coordination Office**
 Hs. 399, St. 12, Sector E-2, Phase 1
 Hayatabad, Peshawar
 phone +92 333 910 709
 satellite +92 91 917 709
- AHSAO Afghan Health and Social Assistance Organisation, Peshawar**
 Flat 305, Gul Haji Plaza, Jamrud Rd.
 Peshawar
 phone +92 300 959 6629
 +92 91 853 495
 email ahsaongo@hotmail.com
 ahsao2002@yahoo.com
- ANCB Afghan NGO Coordinating Bureau, Peshawar**
 Hs. 399, St. 12, Sector E-2, Phase 1
 Hayatabad, Peshawar
 (PO Box 1041)
 phone +92 91 581 2503
 fax +92 91 581 2503
 Mr Sayed Fazlullah Wahidi
- ATC Afghan Technical Consultants, Peshawar**
 Hs. 120, St. 22, Sector D-4, Phase 1
 Peshawar
 phone +92 91 822 774
 email obaidullahakimi@hotmail.com
- AHRO Afghanistan Human Rights Organization, Peshawar**
 Hs. 38 B, Park Rd.
 University Town, Peshawar
 (PO Box 1494, Peshawar University)
- phone +92 300 901 0336
 email achr98@yahoo.com
 achr98@hotmail.com
- AREP Afghanistan Rehabilitation and Education Programs, Peshawar**
 opp. Oil Pump, Al-Taqwa High School
 Peshawar
 phone +92 91 585 0826
- AWC Afghanistan Women Council, Pakistan Peshawar**
 Peshawar
 (GPO Box 1215)
 phone +92 300 959 9422
 +92 91 581 1261
 fax +92 91 581 2138
- ACBAR Agency Coordinating Body for Afghan Relief, Peshawar**
 5-B Mohor Rd.
 University Town, Peshawar
 (PO Box 1084)
 phone +92 91 570 4392
 +92 91 570 1729
 fax +92 91 840 471
 email acbar@brain.net.pk
 website www.acbar.org
 G.M. Gulzai (Head of Office)
- ARIC Agency Coordination Body for Afghan Relief (ACBAR) Research and Information Centre, Peshawar**
 5-B Mohor Rd.
 University Town, Peshawar
 phone +92 91 570 4392
 +92 91 570 1729
 fax +92 91 840 471
 email aric@brain.net.pk
 website www.afghanresources.org
 G.M. Gulzai (Head of Office)

**CWS-P/A Church World Service – Pakistan/
Afghanistan, Islamabad**

Hs. 137, St. 7, Sector F-11 / 1
Islamabad
(PO Box 1362)
phone +92 51 210 3171
+92 51 210 2293
satellite 0093 214 3905 41
0093 214 3905 42
email cws kabul@cyber.net.pk
cwsisb@isb.comsats.net.pk

**CWS-P/A Church World Service – Pakistan/
Afghanistan, Karachi**

Hs. 42, Block 6, Dr Mohmood Hussain
Rd., P.E.C.H.S
Karachi
phone +92 91 439 0541
+91 51 210 3171
fax +92 21 4390 922
email cwspa@cyber.net.pk

**CWS-P/A Church World Service – Pakistan/
Afghanistan, Lahore**

Hs. 256-N, Model Town Extension
Lahore
phone +92 42 516 0580
+92 42 516 9047
email dro@nexlink.net.pk

**CWS-P/A Church World Service – Pakistan/
Afghanistan, Mansehra**

Health Project for Afghan Refugees,
Dub 2
Shahr-e Resham, Mansehra
phone +92 98 730 1118
+92 98 730 7018
email cwsman@hotmail.com

**CWS-P/A Church World Service – Pakistan/
Afghanistan, Murree**

O'Spring Estate, Bank Rd.
Murree
phone +92 920 593
+92 410 488
email ospring@isb.paknet.com.pk

**CRAA Committee for Rehabilitation Aid to
Afghanistan, Peshawar**

Hs. 309, Gul Haji Plaza, University Rd.
Peshawar
(University Post Office 785)
phone +92 91 853 220
+92 320 520 6896
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email sancraa@brain.net.pk
sanashefa@yahoo.com
website www.craaafg.org
Dr Sana ul Haq Ahmadzai (Director)

CoAR Coordination of Afghan Relief, Peshawar

19 Chinar Rd.
University Town, Peshawar
phone +92 91 851 789
+92 91 852 789
email coarnet@brain.net.pk
coarpsh@brain.net.pk
website www.coar.org
Malik Mohammad Iftikhar (Head of
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DDG Danish Demining Group, Islamabad

Hs. 283, St. 40, Sector F-10 / 4
Islamabad
phone +92 51 210 4632
+92 51 210 4634
fax +92 51 210 4635
email ddgisb@apollo.net.pk

**DHSA Development and Humanitarian Services
for Afghanistan, Peshawar**

8-A Mulberry Rd.
University Town, Peshawar
phone +92 91 570 4239
+92 91 840 740
email dhsapesh@pes.
comsats.net.pk
Mr Abdul Munem

- HAF0 Helping Afghan Farmers Organisation, Peshawar**
 53-B, Park Ave.
 University Town, Peshawar
 phone +92 333 922 4086
 +92 91 844 674
 email Hafo99@yahoo.com
 Qaisar Khan (Program Coordinator)
- HAWCA Humanitarian Assistance for the Women and Children of Afghanistan, Pakistan**
 Hs. 94, St. 4, Sector K-4, Phase 3
 Hayatabad, Peshawar
 (PO Box 646, Saddar Rd.)
 phone +92 91 825 358
 website www.hawca.org
 Ahmad Obaid (Head of Office)
- HASA Humanitarian Assistance Service for Afghanistan, Peshawar**
 Peshawar
 (PO Box 1508)
 phone +92 320 495 2927
- Ibn Sina Public Health Programme for Afghanistan, Peshawar**
 Hs. 81, St. 6, Sector G-2, Phase 2
 Peshawar
 phone +92 91 825 442
 +92 91 816 380
 fax +92 91 825 516
 email ibph@brain.net.pk
 Fazel (Liaison Officer)
- IAM International Assistance Mission, Peshawar**
 University Town, Peshawar
 (PO Box 1167, Peshawar, NWFP Pakistan)
 fax +92 91 584 2634
 email iampwr@pactec.net
 website www.iam-afghanistan.org
 Mr Arshad (Office Manager)
- MADERA Mission d'Aide au Developpement des Economies Rurales en Afghanistan, Peshawar**
 Flat 406, Floor 4, Gul Haji Plaza
 Peshawar
 (PO Box 1464)
- phone +92 91 842 237
 +92 91 840 234
 fax +92 91 840 234
 email mader@brain.net.pk
 Mr Abass Khan (Liaison Officer)
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 F-27 Khushal Khan Khattak Rd.
 University Town, Peshawar
 (PO Box 594)
 phone +92 91 841 280
 fax +92 91 570 1089
 email hivdirector@oracentralasia.org
 website www.ora-centralasia.org
 Mr Shahzad Bashir (Programme Coordinator)
- PRB Partners in Revitalization and Building, Peshawar**
 Flat 2, Alfajr Bldg., Tehkal Bala,
 Jamrud Rd.
 Peshawar
 phone +92 91 570 1641
 fax +92 91 840 474
 email prb@brain.net.pk
 website www.prb.org.af
 Abdul Manan (Officer in Charge)
- RI Relief International, Islamabad**
 Mahmud's Hs., Sector 111 Khyaban-e Sir
 Syed
 Rawalpindi/ Islamabad
 phone +92 303 651 1561
 +92 300 530 7989
 email mahmud@ri.org
 mahmud26@yahoo.cim
- SDF Sanayee Development Foundation, Peshawar**
 F-10 Rahman Rd.
 University Town, Peshawar
 phone +92 91 842 165
 +92 91 570 1831
 fax +92 918 45139

SGAA Sandy Gall's Afghanistan Appeal, Peshawar
Hs. 19, Chinar Rd.
University Town, Peshawar
(PO Box 969, University Town, Peshawar)
phone +92 91 843 028
email sgaa@brain.net.pk
Mr Asif Bhatti (Office Manager)

SHADE Services for Humanitarian Assistance and Development, Peshawar
Hs. 13, St. 2, Canal Town, Nasir Bagh Rd.
Peshawar
phone +92 91 585 3008
+92 91 584 4390
email mail@shade.org.af
website www.shade.org.af
Mr Riaz ur Rehman (Admin Manager)

SWABAC Southern Western Afghanistan and Baluchistan Association for Coordination, Pakistan
District # 6, Herat Rd. (after the Red Mosque, next to Khoshbakht Marriage Hall)
Shahr-e Naw, Quetta
(PO Box 631)
phone 070 300 098
070 300 858
email swabac@hotmail.com
Haji Naimullah Naimi (Executive Coordinator)

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University Town, Peshawar
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email tdhswcpeh@brain.net.pk
Fazel Mehmood (Project Coordinator)

UNAMA United Nations Assistance Mission to Afghanistan, Islamabad
Islamabad
phone +92 320 426 6158
email pont@un.org
Mark Pont (Head of Office)

UNICEF United Nations Children's Fund, Islamabad
Islamabad
satellite 0092 512 800 128

WADAN Welfare Association for Development of Afghanistan, Peshawar
Hs. D-40, Police Colony, Nasir Bagh Road
Peshawar
phone +92 91 584 2732

WHO World Health Organization, Islamabad
Institute of Health, Chak Shehzad
Islamabad
(PO Box 1936)
phone +92 333 510 1940
+92 51 224 5584
fax +92 51 224 5587
email ziaies@afg.emro.who.int
Mr Mohammad Shafiq (Logistics Assistant)

Afghanistan Internet Links

To follow is a list of selected web resources of interest to the assistance community in Afghanistan. It is not a comprehensive list; for the website addresses of specific organisations working in Afghanistan, consult the Contacts section of this guide.

ACBAR Resource and Information Centre (ARIC)

www.afghanresources.org

Afghan Independent Human Rights Commission (AIHRC)

www.aihrc.org.af

Afghan News Network

www.afghannews.net

Afghanistan Development Forum (ADF)

www.adf.gov.af

Afghanistan Information Management Service (AIMS)

www.aims.org.af

Afghanistan New Beginnings Program (ANBP)

www.undpanbp.org/index.htm

Afghanistan Research and Evaluation Unit (AREU)

www.areu.org.af

Agency Coordinating Body for Afghan Relief (ACBAR)

www.acbar.org

Ariana Afghan Media

www.e-ariana.com

British Agencies Afghanistan Group

www.baag.org.uk/index.htm

Center for Afghanistan Studies, University of Nebraska at Omaha

www.unomaha.edu/~world/cas/

Combined Forces Command – Afghanistan

www.cfc-a.centcom.mil

Constitutional Commission of Afghanistan

www.constitution-afg.com

Development Gateway, Afghanistan Reconstruction

<http://topics.developmentgateway.org/Afghanistan>

Donor Assistance Database (DAD)

www.af/dad/index.html

E-Afghanistan Project (Afghanistan Reconstruction and Development Services)

www.eafghanistan.gov.af

Government of Afghanistan

www.af

Institute for Media, Policy and Civil Society

www.impacs-afghanistan.org

Integrated Regional Information Networks (IRIN)

www.irinnews.org

International Development Law Organization (IDLO), Afghan Legislation

www.idlo.org/afghanlaws

International Security Assistance Force / North Atlantic Treaty Organisation

www.afnorth.nato.int/ISAF/index.htm

Joint Electoral Management Body (JEMB)

www.jemb.org

Kabul Guide

www.kabulguide.net

Ministry of Agriculture, Animal Husbandry and Food (MAAHF)

www.agriculture.gov.af

Ministry of Communication

www.moc.gov.af

Ministry of Counter Narcotics

www.mcn.gov.af

Ministry of Finance (MoF)

www.mof.gov.af/english/index.htm

Ministry of Foreign Affairs (MoFA)

www.afghanistan-mfa.net

Ministry of Rural Rehabilitation and Development (MRRD)

www.mrrd.gov.af

Pajhwok Afghan News

www.pajhwak.com

ReliefWeb

www.reliefweb.int

United Nations Assistance Mission in Afghanistan (UNAMA)

www.unama-afg.org

United Nations Development Program (UNDP), Afghanistan

www.undp.org.af

US Department of State, Rebuilding Afghanistan

http://usinfo.state.gov/sa/rebuilding_afghanistan.html

World Bank, Afghanistan Pages

www.worldbank.org.af

Yellow Pages – Afghanistan

www.yellowpages.com.af