



Completion Report

Project Number: 42089-012
Technical Assistance: 7090
July 2015

Afghanistan: Security Plan for Project Implementation

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TA Number, Country, and Name:			Amount Approved: \$995,000.00	
TA 7090-AFG: Security Plan for Project Implementation			Revised Amount: \$1,970,000.00	
Executing Agency: Ministry of Finance		Source of Funding: TASF-IV \$975,000 TASF-Others \$995,000	Amount Undisbursed: \$316,596.37	Amount Utilized: \$1,653,403.63
TA Approval Date: 24 June 2008	TA Signing Date: 28 June 2008	Fielding of First Consultants: 31 August 2008	TA Completion Date Original: 30 June 2010	Actual: 30 June 2014
			Account Closing Date Original: 30 June 2010	Actual: 17 Dec 2014
<p>Description: In 2008, the security situation in Afghanistan was volatile. The publications from a number of international organizations suggested that the security situation would deteriorate further without major increases in military and economic assistance to counter the challenges including Taliban and al-Qaeda forces, a large opium economy, and widespread poverty. The Government of Afghanistan (GOA) was unable to provide effective security outside the immediate environs of Kabul. Even with the presence of the large international and national military and police forces, Kabul itself came under routine attacks in the form of improvised explosive devices and suicide attacks. International aid agencies including nongovernment organizations were not immune to the violence. Reconstruction projects by the international community were targeted including Asian Development Bank (ADB)-funded road projects, which experienced a number of attacks. ADB resumed operations in Afghanistan on 28 May 2002 with the approval of the Initial Country Strategy and Program 2002–2004, which included \$500 million in loans and grants.¹ ADB's strategy and operations in Afghanistan since 2002 has been to help the GOA reconstruct and rehabilitate infrastructure and related services. By 2008, total ADB assistance to Afghanistan exceeded over \$1.5 billion. The 2009–2013 Country Partnership Strategy envisaged a further \$1.1 billion of assistance to Afghanistan.² The increased threats posed challenges to implement many development programs. As a result, United Nations Department of Safety and Security (UNDSS) programs mandated safety and security measures the were developed to be followed by development agencies present in Afghanistan. ADB is a member of the UNDSS and compliance with UNDSS security guidelines is mandatory. This technical assistance (TA) was to help address these issues by assisting the Afghanistan Resident Mission (AFRM) and GOA to plan and implement appropriate mitigation measures to protect staff and assets involved in projects funded by ADB in Afghanistan.</p>				
<p>Expected Impact, Outcome, and Outputs: The impact of the TA was improved portfolio management and better protection of human lives. The outcome of the TA was to assist relevant organizations with implementing projects in a relatively safe environment. The outputs included (i) security risk assessment and needs identification reports, (ii) guidelines and crisis management plans, (iii) guidelines and security plans for selected projects, (iv) needs assessment and professional advice to relevant organizations on implementing security plans, (v) permanent participation at security-related coordination bodies, and (vi) procurement of equipment required by the consultants (e.g., trauma kits) and general office equipment (e.g., computers, software, and furniture).</p>				
<p>Delivery of Inputs and Conduct of Activities: The TA called for international field security officer (FSO) input for 65 person-months and two national security officers for 48 person-months totaling 113 person-months of inputs. The TA originally envisaged 24 person-months of international consultant input, 48 person-months of national consultant input, and 24 person-months of contractual services. The FSO inputs were increased during the extensions of the TA while the national consultant inputs were made staff positions in 2010. The individual consultant selection method used for the consultants was efficient and able to field qualified consultants in timely manner. With the aim of assisting the government on the day-to-day TA administration, the TA consultants were directly supervised by AFRM staff. The consultants' performances were satisfactory.</p>				
<p>The original closing date of the TA was 30 June 2010. However, the TA was extended four times, with a final closing date of 30 June 2014. In addition, the TA budget was increased twice, \$225,000 approved on 16 September 2010 and \$750,000 on 2 May 2012. The increase in the TA amounts did not change the impact, outcome and outputs of the TA. The increase in budget and extensions were necessary to meet the changing environment in security in August 2010 when the then President of Afghanistan by a Presidential Decree 62 replaced the many private security companies (PSC) operating in Afghanistan with the Afghan Public Protection Force (APPF). Simultaneously, International Security Assistance Force (ISAF) began its phased draw down of troops, as part of the transition strategy for Afghanistan. The transition was part of the process of the international community gradually transferring full responsibility for security across to the Afghan national army and police force by the end of 2014. The undisbursed amount of the TA was mainly due to the cancellation of procurement of the personal protective equipment and new radio communication system from the TA. These items are being procured using AFRM's budget.</p>				

¹ ADB. 2002. *Afghanistan: Initial Country Strategy and Program (2002–2004)*. Manila.

² ADB. 2008. *Afghanistan: Country Partnership Strategy (2009–2013)*. Manila.

Evaluation of Outputs and Achievement of Outcome: The TA achieved all the expected outputs, which included (i) security risk and needs assessments ; (ii) guidelines and a crisis management plan for the AFRM; and (iii), guidelines and security plans for transport (Hirathan to Mazar-i-Sharif railway and Qaisar to Laman ring road), energy (Gereshk Hydropower project), and irrigation projects. Consultants (i) provided security-related information and advisories to project personnel; (ii) liaised with UN agencies, ISAF, and NGOs on security matters; and (iii) conducted security briefings for contractors, subcontractors, and consulting firm personnel, and the ADB security coordinator, when required. The FSO participated in the weekly UN Security Management Team (SMT) meetings and provided critical information to understand the dynamic security environment and to ensure that contractors were informed of any potential threats to their projects. The TA procured equipment required by the consultants, such as trauma kits, and general office equipment such as computers, software, and furniture.

As the security situation in Kabul deteriorated from 2011 onwards with increased targeting of the diplomatic compounds and foreigners, the TA consultant had to increase his focus on AFRM security measures. Significant security infrastructure enhancements were approved by ADB including construction of a new blast wall, vehicle and pedestrian entrance, and enhanced layered internal security measures. A new armed guard force contract was negotiated in 2012 resulting in significant cost savings for ADB while improving the quality and quantity of the armed guard force protecting AFRM. The process of converting from analog VHF to digital UHF radios, and satellite tracking were enhanced as part of the UN Emergency Communications System. The radio operator team was converted from outsourced employees to staff contractors, which also resulted in cost savings for AFRM while providing the operators a better overall package. The majority of AFRM national staff underwent a five-day medical trauma training in 2013. Initiatives undertaken by the various TA consultants have contributed to a more robust, sustainable and secure working environment for ADB personnel, government and project staff.

Overall, the TA achieved its outcome in assisting relevant organizations with implementing projects in a relatively safe environment. The security in the project sites and AFRM were well managed as a result of the TA.

Overall Assessment and Rating: Overall, the TA was successful in achieving its objectives. ADB operations in Afghanistan have benefited from the above-mentioned enhancements and have been able to continue in the face of a deteriorating security situation.

Major Lessons: The shift away from project security of the TA in 2012–2014 was necessary to increase the protection of the AFRM compound to provide a safer and improved working environment for the international and national staff. During the same period, the executing agencies took more responsibility on project security along with APPF. Further, ADB provided funding within its projects for enhanced security. The bidding documents included provisions for developing and implementing project security measures appropriate to the location and site conditions. Even though Presidential Decree 62 was issued in August 2010, the lack of properly trained APPF personnel still remains a challenge for some projects. While the TA provided important assistance, contractors need to also be better informed during the bidding process about the security conditions so that project security costs may be properly estimated.

Security incidents did occur on selected projects but were well-managed by the GOA and the contractors. Improved security assessments and the inclusion of risk management firms could further improve project security. The community engagement aspect of project implementation is another important factor for project security. Involving the community, given the significant poverty and unemployment in many of the areas where ADB projects are being implemented, through construction jobs, community development, and discussions with local government and tribal leaders are an important factors to ensure project security.

Recommendations and Follow-Up Actions: ADB projects should continue to incorporate security considerations in the bidding process to ensure that security is a component of project costs and sufficiently budgeted. The projects in difficult areas should include a risk management firm as part of the project to manage the APPF or its successors. Furthermore, a community engagement component should be incorporated where possible to ensure community participation resulting in better project security. It is recommended that ADB establish an international staff position to be specifically responsible for AFRM security and also review project security along with the sector teams within contractual provisions.

TA = technical assistance.

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