

Afghanistan Peace and Reintegration Programme (UNDP Support)

2013 ANNUAL PROJECT PROGRESS REPORT

DONORS



Denmark



Germany



Italy



Japan



Netherlands



Spain



Republic of Korea

PROJECT INFORMATION

Project ID:	00060777 (NIM)
Duration:	August 2010 – July 2015
ANDS Component:	Security
Contributing to NPP:	Afghanistan Peace and Reintegration Programme
CPAP Outcome:	Capacity in the state and non-state institutions increased to contribute to overall stabilization and peace building.
UNDP Strategic Plan Component:	Crisis Prevention and Recovery
Total Budget:	USD 221,205,252
Implementing Partner:	Joint Secretariat of APRP
Key Responsible Parties:	APRP Joint Secretariat
Chief Technical Advisor:	Erin Cornish
Responsible Assistant Country Director:	Shoab Timory

ACRONYMS

AFN	Afghani (local currency)
AGEs	Anti Government Elements
APRP	Afghanistan Peace and Reintegration Programme
CDC	Community Development Committee
CSO	Civil Society Organization
DO	Development Officer
FOCS	Financial Oversight Committee Secretariat
FOC	Financial Oversight Committee
FRIC	Force Reintegration Cell
GoA	Government of Afghanistan
HPC	High Peace Council
IDLG	Independent Directorate of Local Governance
IP	Implementing Partner
ISAF	International Security Assistance Force
JS	Joint Secretariat
LMs	Line Ministries
MA	Monitoring Agent
MAIL	Ministry of Agriculture, Irrigation and Livestock
MoF	Ministry of Finance
Mol	Ministry of Interior
MoD	Ministry of Defense
MoLSAMD	Ministry of Labor, Social Affairs, Martyrs and Disabled
MoPW	Ministry of Public Works
MRRD	Ministry of Rural Rehabilitation and Development
MTE	Mid-Term Evaluation
NABDP	National Area-Based Development Programme
NDS	National Department of Security
NRAP	National Rural Access Programme
NTFM	National Trust Fund Manager
PJSTs	Provincial Joint Secretariat Teams
PPCs	Provincial Peace Committees
PWC	Public Works Corps
Ru-WATSIP	Rural Water Supply, Sanitation and Irrigation Programme
SGPs	Small Grant Projects
SOPs	Standard Operating Procedures
TA	Transitional Assistance
UNDP	United Nations Development Programme

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I. EXECUTIVE SUMMARY

The Afghanistan Peace and Reintegration Programme (APRP) works to promote peace, reconciliation and security in Afghan communities through outreach, reintegration, and community recovery. The APRP UNDP Support Project supports the Government of Afghanistan's High Peace Council (HPC) and Joint Secretariat (JS) to implement the programme.

APRP has three funding "windows", A, B, and C, which are funded through the Afghanistan Peace and Reintegration Trust Fund. Within this funding configuration, APRP UNDP Support funding is channeled through window B, but technical support is provided to support the management of all three windows. APRP UNDP Support works to achieve 4 main outputs: 1) managing the three windows of the Peace and Reintegration Trust Fund; 2) effective implementation of APRP by the Joint Secretariat; 3) ensuring sustainable reintegration through effective field support; 4) and contributing to sustainable peace through the implementation of community recovery projects.

All three windows of the Peace and Reintegration Trust Fund are effectively managed:

The capacity of the APRP to effectively and efficiently utilize available financial resources has increased each year of the project. In addition, the difference between the approved budget and actual expenditure has decreased, demonstrating increased capacity in financial planning, monitoring and reporting. The actual expenditure in 2013 for Window B was almost USD 46 million compared to USD 34 million in 2012 and USD 9.5 million in 2011. The percentage of expenditure versus approved budget improved dramatically from 11% of approved budget in 2011, to 34% in 2012 and finally to 85% utilization of budget in 2013. The Financial Oversight Committee Secretariat (FOCS) increased their monitoring activities during the year by conducting more field visits; initiating bi-lateral consultations with implementing Line Ministries (LMs) and adding staff to conduct monitoring visits.

APRP Joint Secretariat effectively implements key components of APRP: As 2013 was the third full year of APRP, the focus of the JS was to improve and adjust the systems which had been set up in the previous years of the programme. The mid-term evaluation report and action plan provided a road map for operational and strategic improvements. JS took to analyzing the impact of procedures that were in place and made revisions in order to improve impact and efficiency. Some of the key procedures that were revised in 2013 included: revision of the Transitional Assistance (TA) policy to increase the length of time reintegrees receive financial support; revamping the vetting procedures to ensure that potential reintegrees meet APRP criteria; and developing a staff performance assessment process.

In preparation for the final 18 months of the programme, JS was intensely involved in developing a strategy and vision for APRP after the current programme ends in July 2015. This required working closely with donors and other stakeholders to create a direction for APRP that will be supported by a diverse group of stakeholders.

Effective field support provided for sustainable reintegration and peace building:

According to JS reports, by the end of 2013, a cumulative total of 7,796 ex-combatants have renounced arms and joined the peace programme. All of these reintegrees have received TA packages. JS improved their capacity to engage with key mid-level commanders, who are critical in bringing foot soldiers into the programme. While information sharing with other security line ministries remains complex, improved communication with National Department of Security (NDS), Ministry of Interior (MoI), and Ministry of Defense (MoD) resulted in better coordination on the ground.

By the end of 2013, the number of Small Grants Projects (SGPs) being implemented in communities where reintegration has taken place has increased to 164. The SGPs provide an opportunity for communities and reintegrees to plan and implement projects that have been prioritized by the community and have the potential to address and/or ameliorate source of conflicts in the community.

Contribution made to sustainable peace and reintegration in target provinces through the implementation of community recovery projects: APRP's community recovery initiatives are implemented through partner line ministries and provide reintegrees and community members with work and vocational training opportunities. Both reintegrees and community members were employed through the Ministry of Public Work's road maintenance crews, which provided steady income to 820 reintegrees and 1058 community members. While many of the APRP community recovery projects are difficult for females to access, the Ministry of Labor, Social Affairs, Martyrs and Disabled (MoLSAMD) Vocational Education and Training (VET) vocational training projects included 681 female trainees out of the total 2,562 community members trained.

Although significant progress has been made, APRP faced risks and issues in implementation in a number of areas, including: funding shortages going into 2014; loss of logistical support as the international troops draw down; increased political dynamics with the upcoming elections; lack of qualified staff in a few key positions; and inadequate information gathered to measure the true impact of the project.

II. RESULTS:

A. OUTPUT 1: All three windows of Peace and Reintegration Trust are effectively managed and monitored.

The APRP Financial Oversight Committee Secretariat (FOCS) provides fund management oversight for the on-budget line ministries while the APRP partner line ministries operating on an off-budget arrangement are managed by the JS.¹ The FOCS works with the on-budget Line Ministries (LMs) in the review of their budget allocation, utilization of funds and tracking of expenditure against approved budget. Bilateral meetings are also held with partner line ministries when advance liquidations are submitted in order to ensure that the programmatic progress reported and financial reports align.

The National Trust Fund Manager coordinates the work of the FOCS, including planning, fund management and oversight functions. Technical support and advisory services are being provided by the Financial Management Specialist (FMS) from UNDP who is embedded within the FOCS. During the reporting period, the FOCS recruited a Senior National Advisor and a Monitoring and Evaluation Officer to strengthen the team capacity. To ensure efficient use of staff time and capacities, the FOCS reviewed the roles and responsibilities of FOCS and its team members and as a result revised the FOCS organogram and ToRs of the team members.

In an effort to improve the quality of APRP-LMs reporting, training was held in August for all Finance and M&E officials from the LMs. The training was conducted jointly by FOCS and JS, with participation by ISAF-FRIC and UNDP. The objective of the training was to improve the quality of APRP partner reports through an increased focus on results. The training also included sessions on how to make financial reports more consistent and the importance of providing proper documentation.

Based on recommendations from the a financial working group comprised of JS, UNDP and ISAF/FRIC, UNDP engaged the Regional Finance (RF) team to provide additional support for strengthening financial management and financial reporting at the sub-national level. All six Regional Finance Officers were identified, recruited and fielded during the second half of 2013. This has improved the APRP capacity in monitoring of the financial aspect of the project and has improved the quality of reports received from the field.

There were some challenges during the year related to outstanding advances in some ministries. The August Financial Report showed total outstanding advances of USD 263,892 for all on-budget line ministries. FOCS has taken up the issue with the relevant LMs which resulted in a 33% reduction of outstanding advances. According to the November financial report, the outstanding advance of all line ministries stands at USD 176,881. Despite repeated efforts, FOCS has not been able to resolve an outstanding advance of USD 88,806 held by MoI, which has been outstanding since 2012. FOCS is seeking higher level involvement in order to resolve this advance, as it impacts on the overall ability of MoF to liquidate advances with UNDP.

¹ On budget Line Ministries include MoPW, MoLSAMD, IDLG, NDS, and MoI. Off budget Line Ministries are MRRD (NABDP, RU-Watsip, NRAP, and MAIL). JS is also off- budget.

Currently 6 APRP LM partners are processed through an on-budget arrangement through the FOCS. The on-budget LMs are Ministry of Labor, Social Affairs, Martyrs and Disabled (MoLSAMD), Ministry of Public Works (MoPW), Ministry of Rural Rehabilitation and Development (MRRD) Cell, National Department of Security (NDS), Independent Directorate of Local Governance (IDLG), and Ministry of Interior (Mol). There are 2 LMs – Ministry of Agriculture, Irrigation and Livestock (MAIL) and MRRD which have been operating through an off-budget arrangement. It was agreed in the 7th FOC meeting to move off-budget projects to on-budget, and in order to meet this directive the FOCS conducted meetings with MRRD and MAIL in November. During these meetings, FOCS discussed the policy and transition to on-budget process in detail with the agreed upon plan to move MAIL and MRRD to on-budget in 2014.

In order to have a better planning and fund utilization FOCS reviewed the annual budgets and expenditure patterns of the previous years and draw a possible fund utilization scenario at the beginning of the year. In April 2013 the projection of possible expenditure for all three windows was as follows:

Window A:	USD 12million;
Window B:	USD 45.8 million;
Window C:	USD 9.2 million, and
Total:	USD 67 million.

This estimate proved to be close to the actual USD 65.3 million expenditure for 2013, which was 82.5% of the approved annual budget of USD 79.07 million. Compared to the previous years' expenditure and implementation rates, this shows significant positive improvement growth in 2013 terms of planning, forecasting, reporting, and fund management.

Budget planning for 2014 was completed in two phases. First, a two-month emergency budget and AWP was approved for January and February. In March 2014, the FOC met and approved a 2014 full- year budget, which will be the foundation for the 2014 Annual Work Plan of Window B.

1.1 Indicator 1: Percentage of monthly reports on APRP Trust Fund distributed

The APRP Trust Fund summary provides a snapshot of the status of all three windows of the trust fund, Windows A, B, and C. Producing this report requires collecting financial data from JS, UNDP, the World Bank and MoF through FOCS. The monthly financial reports for all on-budget ministries were prepared by FOCS based on the data obtained from the national financial database system – AFMIS. As FOCS has control over the preparation of this part of the Trust Fund report, these reports were prepared on time. However, the full Trust Fund report relies on data from the sources mentioned above. These reports were delayed in the last quarter of the year because of difficulties in obtaining and verifying data for Windows A and C. Window A funds are used to support APRP activities implemented by MRRD-NSP and facilitated through the World Bank. The financial information regarding these expenditures was not received in a timely manner. A series of discussions between MRRD, the World Bank, and FOCS resulted in improvements in information sharing between the three. These changes will facilitate Window A data to be provided to FOCS well in time for inclusion in the monthly Trust Fund summary. FOCS is also coordinating

with JS to improve the financial reporting mechanism for the portion of Window C funds that are managed by JS.

1.2 Indicator 2: Percentage of successful bank reconciliations by FOCS National Trust Fund Manager

Successful bank reconciliation highlights the capacity of the National Trust Fund Manager (NTFM) to facilitate the financial tracking and management of the APRP Trust Fund. Bank reconciliations are conducted through reconciling the monthly bank statements of the special accounts for all on-budget Ministries with the AFMIS expenditure report. As part of the bank reconciliation exercise, project by project expenditure as well as provincial advances are reviewed with LM finance staff. The impact of such measures is that the accuracy of the provincial information contained in the reports has improved during 2013. In 2013 out of 9 financial reports, including bank/fund reconciliations, submitted to UNDP, 6 reconciliations (which is 67%) were completed by the National Financial Specialist guided by NTFM as well as Financial Management Specialist from UNDP who is embedded within the FOCS. At present all Bank Reconciliations are done by the National Financial Specialist with full guidance from NTFM. Transition was swift and quicker with the growing national capacity at FOCS.

1.3 Indicator 3: Timely Review by FOCS of Budgets of Proposals Submitted to Technical Committee

The FOCS reviewed and provided feedback on the 2013 APRP budget, which was finally approved by the Technical Committee in February 2013. Due to the delays in the APRP's Business Case for 2014 and 2015 finalization there were no new budget proposals at the end of the year, which is usually the time for intensive work on the next year's budget. However, the Business Case was eventually discussed and approved at the TC meeting of 17 December 2013.

During the reporting year Technical Committee met 7 times, (TC Meetings numbered 30-36). FOCS/TC reviewed the following documents:

1. Revision of Transitional Assistance Policy
2. Education and Research Organization of Afghanistan (EROA) proposal for providing training and agricultural opportunities for women
3. Revision of ToR for the Technical Committee
4. APRP Annual Budget
5. Salary Scales for Line Ministries
6. National Peace Conference Proposal
7. Review of Baghlan MAIL project theft documents
8. SoPs for Emerging Opportunities
9. TOR of UNDP Independent Monitoring Agent
10. TOR of UNDP Project Board
11. Realignment of Plan B budget
12. APRP Business Case

In addition to participating in TC meetings and tri-partite meetings, FOCS participated in the planning sessions for the Business Case and provided input from the financial

perspective on how APRP might refocus the APRP programme for the remaining two years of the programme and beyond.

1.4 Indicator 4: Number of Monitoring Reports Submitted

Field monitoring is conducted by both JS and FOCS. While discussion has taken place on the merits of conducting joint monitoring visits, the logistics of arranging such visits has prevented this from happening as much as desired. Where joint monitoring visits are not feasible individual reports are shared between FOCS and JS and then with the line ministries for their follow-up actions.

The JS M&E team conducts field visits, prepares reports and presents these to internal departments. In order to address issues picked up by M&E, relevant JS departments then prepare action plans and follow up to ensure that actions are taken. The JS and UNDP have discussed and agreed on scaling up monitoring and evaluation through the recruitment of an independent monitoring agent. The team leader is expected to be on board in the first quarter of 2014 and will provide technical supervision of M&E contractors/agents who will conduct the actual data collection and analysis.

As per approved Annual Monitoring Plan of the FOCS, field visits were conducted by the FOCS in 12 districts. During the reporting period, FOCS also visited the central offices of MoPW, MoLSAMD, NRAP, MAIL and IDLG to review progress and address challenges in project implementation. The provinces visited by the FOCS M&E team during 2013 were Kapisa, Paktia, Wardak, Kabul, Samangan, Herat, Jalalabad, Baghlan and Helmand. Four (Kapisa, Kabul, Helmand and Wardak) of these provinces were visited jointly with JS M&E team. The monitoring reports have been important in bringing to light both successes and issues in the field. Spot checks were conducted jointly by UNDP programme team and FOCS in MOPW and MoLSAMD.

As part of reporting, during the reporting year, all major IPs of on-budget (MoPW, and MoLSAMD) and also MAIL have issued monthly briefs and illustrative Annual Reports containing the physical and financial progress along with case studies and success stories. These reports were regularly shared with JS as the lead national institution for APRP for further dissemination.

EXPENSES FOR THE YEAR

During 2013, a total of USD \$374,025 was spent for this Output 1. For more details, please see Annex 2.

Below is a snapshot of where UNDP Support to APRP is in relation to its annual targets by December 31st, 2013

Table 1: Peace and Reintegration Trust Fund Management

2013 Baseline	2013 Annual Targets	2013 Annual Actual	Comments
1.1 50% of monthly reports distributed on time	Monthly reports distributed within two weeks of the subsequent month at least 80% of the time	The quarterly financial summary and the monthly Trust Fund updates were developed and shared with stakeholders. However there were challenges in obtaining the necessary data from partner agencies in a timely manner, which resulted in delays in dissemination of the monthly Trust Fund update in the 3 rd and 4 th quarters. Discussions with implementing partners have taken place with the aim to be able to produce future Trust Fund updates in a timely manner.	Partially Achieved
1.2 FOCS completes the bank reconciliation with FMS support	Bank reconciliation completed by National Trust Fund Manager 50 % of the time.	Bank reconciliation completed by National Financial Management Specialist with guidance from NTFM 67 % of the time.	Achieved
1.3 FOCS had not regularly reviewed budget of proposals submitted to TC until the second half of 2012	Budget review of proposals submitted to TC undertaken within four days of distribution of stakeholders	<p>During the reporting year FOCS has reviewed all submitted proposals before placement to TC's review. Due to the delays in Business Case finalization there were no new budget proposals at the end of the year.</p> <p>FOCS provided inputs to the business case of APRP to refocus the programme for the remaining two years.</p> <p>Business case with USD79 million notional budget was reviewed and approved at the TC meeting of 17 December 2013.</p>	Partially Achieved – timeframe of target not specifically measured

2013 Baseline	2013 Annual Targets	2013 Annual Actual	Comments
1.4 No independent monitoring of programme activities	Independent monitoring takes place regularly on a quarterly basis	While the procurement process for the independent monitoring agent commenced in the 2 nd half of the year, the monitoring agent was not contracted until the end of the year and will begin work in the 1 st quarter of 2014. In the absence of the monitoring agent other measures were taken to fill this gap. These measures included increased field monitoring by FOCS and JS and more focus on ensuring that issues identified during monitoring visits were addressed in a timely manner.	Not Achieved

B. OUTPUT 2: APRP Joint Secretariat effectively implements key components of APRP

The Joint Secretariat was formed in 2010 as the key government implementing partner of APRP. This has meant a steep learning curve for JS as it has confronted the many challenges of organizational development faced by any new organization.

The Mid-Term Evaluation (MTE) report for APRP was released at the beginning of the year. The finding of the report was that APRP was not yet reaching its potential, with inadequate social outreach, too few armed groups joining the program, and too few communities receiving recovery projects. In order to address these issues the MTE report provided recommendations in seven key areas: the role of JS and provincial actors; the imperative for planning; social outreach; demobilization; community recovery; UNDP support; and gender. JS, with support from UNDP, developed an action plan to follow up on the recommendations that were accepted by JS and reviewed progress against the action plan throughout the year. JS was able to successfully implement most of the 40+ recommendations of the plan and to incorporate some of the suggestions into the Business Case.

JS took measures to strengthen the human resources of the project. One initiative was a performance assessment of the PPC and PJST members in which all of the provincial staff were evaluated and provided feedback on their work performance. Several staff were let go as a result of this process and others were provided with feedback on how to improve their performance. On the recruitment side, there are still a few key positions which were vacant for all or most of the year, including a senior finance manager and a unit head for the gender team. The implementation of the National Technical Assistance (NTA) salary scale posed a year-end challenge for JS, as some of the results required further analysis and adjustments. The NTA is an initiative led by MoF to develop and apply a unified salary scale for both government and non-government contract holders working in the Line Ministries. JS and UNDP will be reviewing the implementation of the NTA with the goal of complete implementation by the second quarter 2014.

2.1 Indicator 1: Number of tools developed and implemented to review and provide oversight of programme implementation

UNDP Support to APRP team continued to assist JS to address operational and programmatic challenges by developing and improving tweaking tools used in different parts of the programme. In some instances, already existing SoPs were revised to remedy issues that arose in the field. Examples of this include: revision of the vetting SoPs to ensure the integrity of the vetting system; modifying SGP SoPs to ensure equity of assistance across regions; and formulating the priority district list to strengthen the link between reintegrees and line ministry projects. In other cases new tools were developed in order to improve efficiency and effectiveness. The Transitional Assistance (TA) policy was also revised to increase the length and rate of TA payments to reintegrees. Other tools developed include: a staff performance assessment tool developed and used for PJST and PPC staff assessment; provincial banking and transfer protocols developed to ease the

delays in funds transfers to the provinces; guidelines for civil society groups to access APRP (emerging opportunity) funds; and M&E field visit checklists.

Line Ministry partners also benefited from process reviews to improve efficiency. By changing to direct bank transfer of funds to workers, MoPW was able to pay APRP participants in a timely manner. Project by project financial reporting has been initiated and is now standard for all of the community recovery line ministries, leading to greater transparency of the use of funds and serving as a coordination tool to be shared with the Regional Office Managers and PJSTs. A thorough review of a theft of stolen funds from MAIL led to revising cash management procedures for APRP MAIL projects.

2.2 Indicator 2: Coordination meetings held between JS and other project participants

As APRP is being implemented in 33 provinces, the coordination of participants, partners, and stakeholders is essential. While JS continued to engage with project participants in regularly scheduled forums, they also initiated task specific working groups to address specific issues. Examples of this include the financial working group, which was assigned to find ways to streamline PJST and field financial issues; and the working committee assigned for facilitating the development of the Business Case.

While the main venues for coordination in 2013 remained the same as previous years- Technical Committee; Financial Oversight Committee; Tri-partite meetings; Line Ministry coordination meetings; Priority Districts review meetings; UNDP Regional Officers Meetings- there were some important changes in the content and structure of the meetings and the addition of a new coordination body.

These changes in meeting structure also changed the dynamics of responsibility and decision-making. Based on a request from donors, the status of donors at the Technical Committee changed from observer to voting member. Donors also frequently attended the tripartite meeting. A UNDP Project Board, required but not previously formed for APRP, was initiated and the first meeting held. Intensive collaboration and coordination was required in the development of Business Case. All of these changes led to a more involved partnership, but also contributed to a lack of clarity regarding the roles and responsibilities of each APRP partner. A review of the management and oversight structure of APRP will be initiated in 2014 to help clarify these issues and ensure that APRP objectives are being attained and that the interests of all partners are met to the extent possible.

There was only 1 FOC meeting held in 2013. This was FOC 9, held on March 20th. FOCS facilitated a strategic conference on May 28th, which included the partners normally present at FOC meetings; however this conference did not take the place of an FOC. Given the many challenges of the programme during the year and the need for a clear vision and direction for the future, the lack of FOC meetings resulted in necessary decisions not being taken, including the planned mid-year budget revision.

2.3 Reports developed and disseminated as per project reporting criteria

The Joint Secretariat reporting during this year continued to focus on the four programmatic pillars of the JS APRP strategy – reconciliation; communication and outreach; demobilization and reintegration; and consolidation and community recovery. After receiving requests from APRP partners to share more information obtained during monitoring activities, JS expanded the report to include not only activities from M&E visits but findings from the field. This increased information and analysis of the M&E section allows partners to better understand the challenges in the field and to offer assistance in facing these challenges.

While efforts have been made to produce reports based on results and impact, the front-end of this process, i.e. results-based planning still requires strengthening. The current JS report format does not clearly identify the outputs, baselines, targets, and indicators that form the basis of the programme strategy, and as such it is difficult to measure progress against specific targets. However, the M&E unit of JS is now in the process of formulating these measurable indicators in their M&E framework, which will be advanced in 2014.

The schedule for JS reports changed from bi-monthly to quarterly reporting, which is now aligned with the reporting schedule required by UNDP APRP donors. Until this time, there has been a parallel structure for reporting, with JS and UNDP support to APRP producing separate reports. A goal for the upcoming year is to merge the two reporting systems, so that JS will be producing the Window B donor report as part of the overall APRP report, and the UNDP Support to APRP team will provide technical assistance in producing the reports.

2.4 Policy Strategic documents reviewed for gender sensitivity

The JS Policy and Gender Units, with substantive technical support from the UNDP technical support team, participated in the drafting and review of several key policy documents developed in 2013. These included the development of APRP-CSO cooperation Framework, Grievance Resolution Strategy, and the Reconciliation Strategy. During the development of the Business Case for 2014-2015, the JS Gender Unit contributed to the section on increasing outreach and inclusion of civil society in APRP. They also provided feedback regarding gender sensitivity on the SoPs developed for emerging opportunities; the 2014 Annual Work Plan indicators and activities; and plans and activities for National Peace and Unity Week. Ongoing initiatives for policy review include coordinating with the JS Development Unit on enabling women to access Small Grants Projects Funds and collaborating with the M&E unit to ensure that women's contributions to APRP are captured during field visits and impact studies.



Figure 1: Reintegrees welcomed in a ceremony in Baghlan (Photo credit: RPC/PJST)

2.5 Number of outreach activities undertaken by HPC

There are several factors which contributed to changes in the climate for peace in 2013. These include the upcoming presidential elections scheduled for April 2014; the drawdown of international troops and the negotiation about continuation of troops on the ground; and the flurry of activity associated with the opening of the Doha office and subsequent progress in negotiations between the HPC and the senior members of the Taliban. Within this context, the work of HPC in 2013 included both community-level outreach and international advocacy for peace.

One of the important events of the year on the national level was the Loya Jirga held in Kabul at the end of the year and which included discussions on the Bilateral Security Agreement (BSA) with the US. HPC members participated in the Loya Jirga preparatory commission. At the regional level, HPC has continued to engage with neighboring Pakistan to advocate for peace and, along with President Karzai, attended the trilateral summit between Afghanistan, Pakistan, and the UK in London. As a result of this summit an HPC delegation visited Pakistan in November.

The HPC General Assembly meeting was held in July and attended by more than 50 HPC members. Discussions focused on achievements and challenges and resulted in the formulation of a 3-month action plan. One of the actions agreed upon was for the PPC members to regularly conduct conflict mapping in their areas and to develop outreach and programme activities with an awareness of their impact on local conflicts and power dynamics.

HPC also took a lead role in the development of the Business Case, and the future of HPC (and JS) is one of the most important aspects of the transition plan that will follow on the planned closure of APRP in July 2015. While the future of HPC and JS has been outlined in the Business Case transition plan, more detailed plan, as well as funding options will be developed in 2014.

EXPENSES FOR THE YEAR

During 2013, a total of USD \$4,872,498 was spent for Output 2. For more details, please see Annex 2.

A Reintegration Success Story

Mosque Construction contributed to social cohesion in Gharchaghi valley - Qadis district of Badghis province.

Molawi Abdul Zahir was one of the active Taliban commanders operating in Qadis and some part of Moqor district. He was leading more than 100 armed men and mobilized an active insurgency against the Government and its apparatus. He obstructed any government activities and development projects implemented in his area.

After various negotiations through tribal elders, he agreed to join APRP and decided to stop fighting. He brought together with him all his armed men.



After joining APRP, he has been supporting his family and community through both reinsertion package provided through Transitional Package and community development programme through Small Grants. In his previous insurgency role, he said:

“I was out of my home and my village; mostly I was being in the mountain. I could not even see my children and my family. It was a very hard time for me. Since being part of APRP, I am supporting my family now as well as community. I really regret my activity in the insurgency and I will not forget that hard time and do not want to experience it again”.

Since he joined APRP his children are back at school and he is encouraging NGOs and construction companies to start development projects in his area. Initially he requested APRP to construct a mosque in Gharchaghi area. APRP responded by assisting with a Small Grants Project for the construction of the Mosque. According to community, CDC and reconciles both participated and involved in preparing the plan and the construction of a Big Mosque in Gharchaghi valley. The Mosque has capacity to accommodate more than 300 people and it is regularly used as the meeting venue for community members. Community members are very grateful to the project and the return of Molawi Zahir and his fighters back into their community. The security situation has improved in their area as the result of this local peace initiative.

Haji Akhtar Khan one of the well-known tribal elders in Gharchaghi village of Qadis district stated that Qadis community is very appreciative of Molawi Abdul Zahir and his followers' decision to join the peace process. He stated, since the group reconciled and stopped fighting the security situation has improved, people have started a new life and our hard time suddenly replaced with peace and unity among our communities. He added that before we did not have any mosque in this valley and there was not any place for our children to learn and be educated.

Below is a snapshot of where UNDP Support to APRP is in relation to its annual targets at the end of 2013

Table 2: Support to APRP Joint Secretariat (JS)

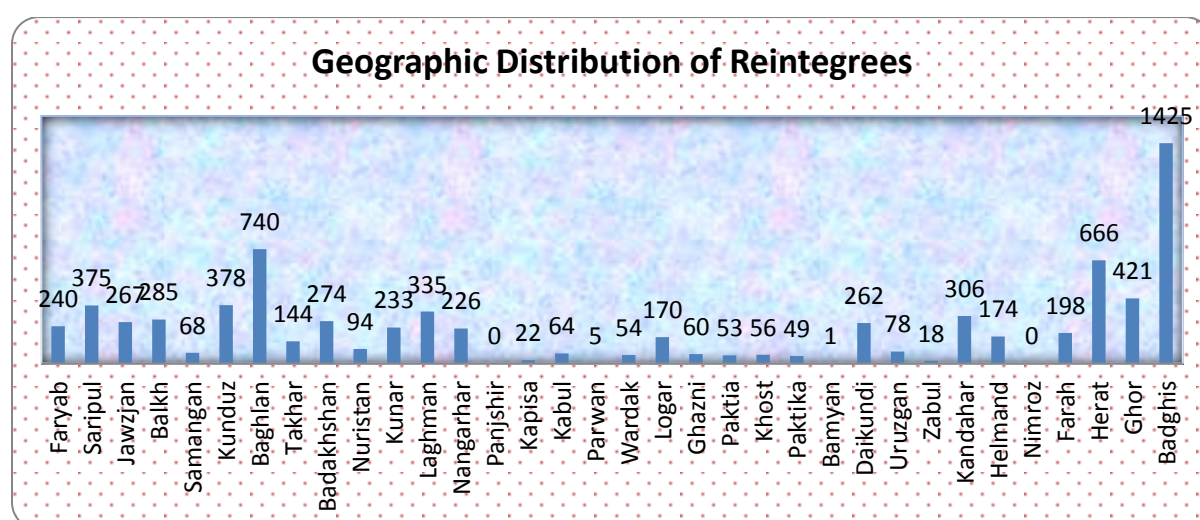
2013 Baseline	2013 Annual Targets	2013 Annual Actual	Comments
2.1 Three tools developed (Revised SOP for SGP, Tracker sheet to monitor community recovery projects, reporting template for LMs) in 2012	Five additional tools developed and used by JS in 2013	<p>The following tools were developed and are being used:</p> <ul style="list-style-type: none"> • MTE action plan matrix • Revised TA policy • Revised SoPs for vetting • Project by Project financial reporting template for LMs • Revised TC ToR • Gender Activities Tracking Sheet <p>In addition,</p> <ul style="list-style-type: none"> • SoPs for Emerging Opportunities developed by not approved by TC 	Achieved
2.2 Ad hoc meetings are held between projects participants	Planned quarterly and/or monthly meetings held between JS units and stakeholders.	<p>Meetings between stakeholders included:</p> <ul style="list-style-type: none"> • TC Meetings = 7 held • FOC Meetings = 1 held • Strategic Conference = 1 held • Project Board = 1 held • Tripartite Meetings held = 3 per month on average • Finance working group meetings = held as needed • Monthly LM coordination meetings 	Partially Achieved

2013 Baseline	2013 Annual Targets	2013 Annual Actual	Comments
2.3 JS reports being prepared and disseminated based on unclear criteria/definitions of programme impact (do not emphasize result or impact reporting).	JS reports developed and disseminated using clear criteria of programme impact	JS bi-monthly reports improved in quality and now incorporate information culled from the monitoring reports. JS took the lead in developing the indicators, baselines, and annual targets required for the 2014 AWP and is working to develop the template to report against these indicators.	Partially Achieved
2.4 No. of documents systematically reviewed for gender sensitivity	At least 3 documents systematically reviewed for gender sensitivity	<ul style="list-style-type: none"> • Gender Unit representatives are now regularly attending TC meetings where policy documents are reviewed. • Gender Unit reviewed the SoPs for Emerging Opportunities and the EROA proposal for women's livelihoods activities. • Gender Unit participated in the development of the Business Case. • Encouraging Gender Unit Representatives to attend tri-partite and TC meetings, (which JS has begun doing in 2013) is an opportunity to support gender mainstreaming throughout APRP. 	Achieved
2.5 200 outreach events organized nationwide by HPC in 2012	200 outreach events organized by HPC in 2013	HPC and the PPCs organized outreach events throughout the year, with the most active period being National Peace and Unity Week where over 120 events were organized.	Partially Achieved – complete annual numbers not tracked

C. OUTPUT 3: Effective field support provided for sustainable reintegration and peace building

In 2013, APRP focused on fostering the reintegration of former fighters at the grass-roots level. While negotiations at the higher level continued to be pursued by the leadership of HPC, the community level focus for 2013 was on the reintegration of mid-level commanders and foot soldiers. Demobilization of former insurgents was conducted in 30 provinces throughout Afghanistan. The number of reintegrees (AGEs) who joined the programme in 2011 was 3,194, in 2012 was 2,999 and in 2013 is 1,503 which means a slower pace from the first two years. While the target figure was not reached, there were important qualitative changes. The pattern of reintegration changed, with reintegration activities taking place in areas previously not involved in reintegration activities, in particular in the east and southeast of the country. This geographic expansion is expected to contribute to stabilization in these provinces

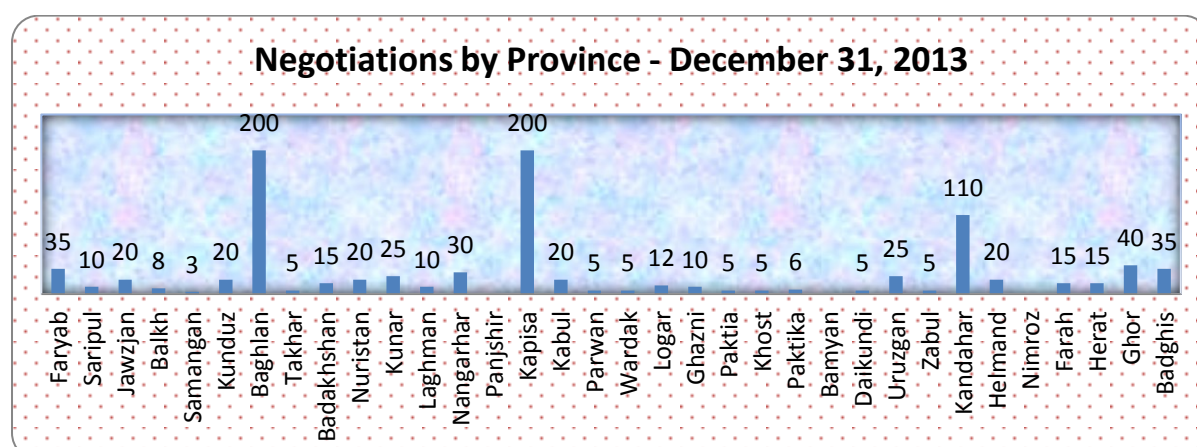
Total Reintegrees as of 31 December 2013 (Source: JS Field Ops)



One of the key highlights in 2013 was APRP capacity and success in engaging with mid-level leadership of insurgent groups. This was done through the Commanders Programme and the Peace Advocate project for detainees. There are 400 commanders enrolled in the Commanders Programme, with most of them receiving financial support and trainings to increase their livelihood opportunities. The Commanders Programme is expected to mobilize wider support for peace efforts within insurgent networks as the commanders enjoy higher influence and status among the fighters. Through this programme, former commanders are expected to conduct peace campaigns in the community, persuade other fighters to reintegrate, and support APRP activities.

Negotiation with local insurgent groups continued to be led by security agencies. The capacity of the security agencies improved drastically in 2013, particularly in the area of coordination. A revision of the SoPs for weapons management added clarity to the policy and enabled the MoD team to more consistently implement weapons management. NDS and MoI resolved some of their coordination issues related to vetting and the selection of reintegrees. At the provincial level, coordination between the security agencies, PPC, and the governor also improved. Challenges remain with the procedures of some of the LMs,

which can be slow and complex. In particular, the procedures within Mol could be improved so as to simply and speed up the process of demobilization.



Based on information from the field and the design of the reintegration phase of the programme, APRP planned to provide disengagement trainings to reintegrees. However, this initiative was not able to be implemented due to challenges in identifying and contracting a qualified service provider. In order to fill the gap, a programme for de-radicalization of detainees was facilitated through the peace advocate programme. Forty-three detainees together with 150 influential leaders are taking part in this programme, including a number of ex-Guantanamo detainees who had been released and returned to Afghanistan.

3.1 Indicator 1: TA distributed to reintegrees that join the programme

The Transitional Assistance policy was revised in 2013 to increase the length of time that reintegrees would receive TAs from 3 months to 6 months. This was based on internal analysis and recommendations that reintegrees would benefit from a longer period of economic support as well as a longer term of engagement with APRP. Distribution of TA was successfully completed for all reintegrees.

REINTEGRATION SUMMARY 2013

(Source: JS Field Ops)
As of December 2013

	TOTAL
Total Reintegrees	7796
Key Commanders	693
Total Candidates under Negotiation	766
Weapons Collected/Registered	6155
Total number of Transitional Assistance packages delivered	7626

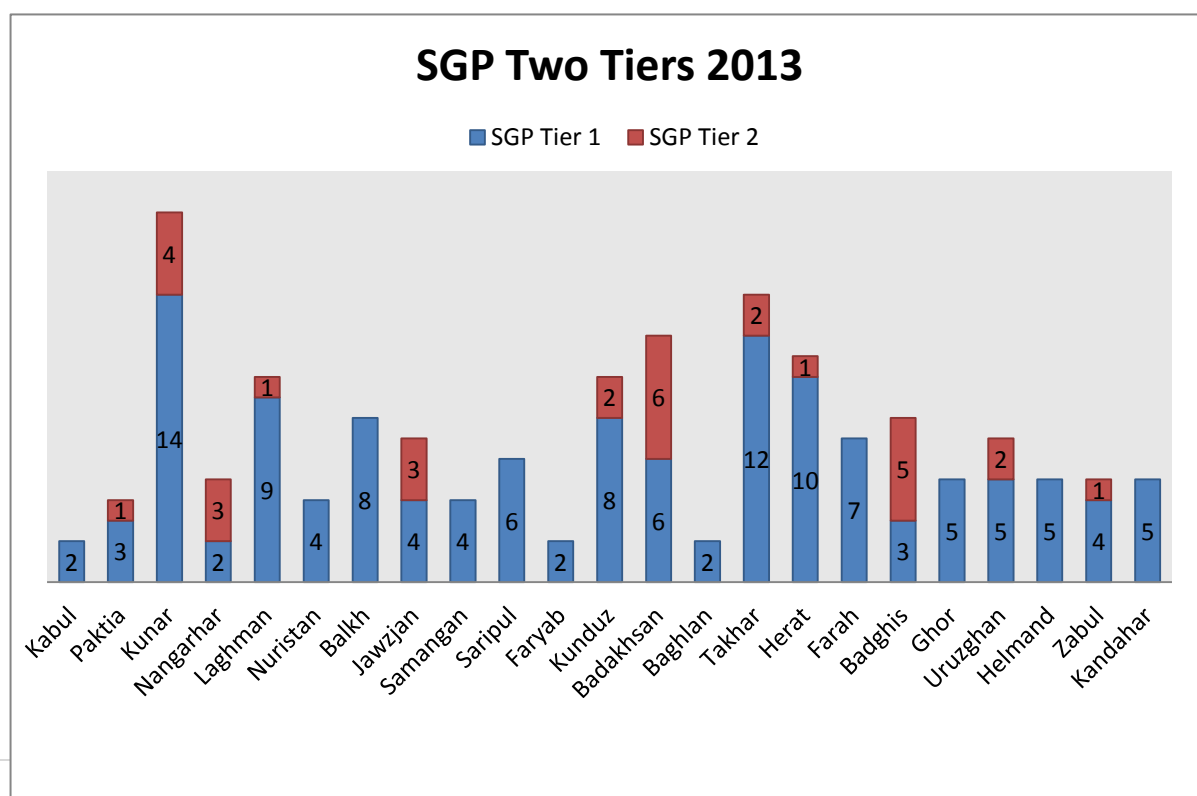
While the vetting and selection process have improved, the database system which has been planned has still not been started and data is managed through simple spreadsheets. A more advanced system would increase the ability of APRP to analyze data and make evidence-based decisions.

3.2 Indicator 2: Percentage of SGPs achieving deliverables on time

The slow delivery rate for Small Grants Projects has been an ongoing challenge, and is due to many factors. This includes the lack of capacity of the PJSTs to develop proposals and procure the services needed to implement the grants; cash-flow issues between JS and the PJSTs; and obstacles in fulfilling the reporting requirements for the release of tranches. In order to solve some of these issues, the JS revised the procedures for payments for SGPs so that the SGP funds are now paid by JS directly to the contractors or CDCs once all of the documentation has been provided. This has helped to address the cash-flow issue for SGPs and also provides better oversight in terms of contract management with the sub-contractors. While the percentage of SGPs achieving deliverable on time was 15 % in 2013, this is expected to improve towards 2014 with the above process changes.

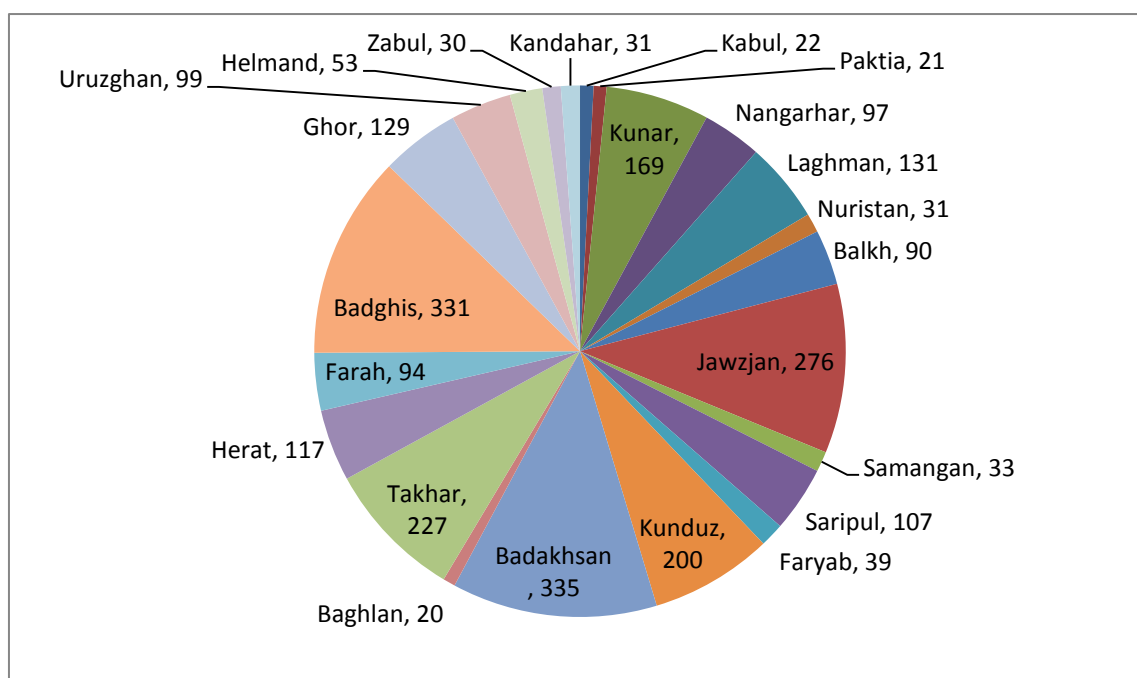
3.3 Indicator 3: Percentage of Reintegreees engaged in SGPs

In 2013 APRP increased the number of small grants being implemented from 136 proposals in 2012 to 164 proposals by the end of the year 2013. The objective of the SGP initiative is to ensure rapid response to communities where reintegration has occurred, through an inclusive and participatory process. While the amount of community consultation has improved the SGP proposals being submitted lack diversity and community-specific goals. APRP developed a checklist to ensure community consultation is taking place and has emphasized this in PJST and Regional Officer Manager meetings. The satisfaction of the community on SGP implementation has risen, with greater numbers of communities submitting proposals. The disbursement of the funds has still been problematic, despite the change in procedure which has funds being disbursed directly from JS to the implementing contractors. While there was no sufficient tracking system to measure the percentage of reintegreees actually engaged in SGPs, 2685 reintegreees were registered as beneficiaries in communities where SGPs were implemented, representing 34% of reintegreees.



The implementation of SGP in some areas has resulted in the increase of short term livelihood and infrastructure support to community members and reintegrees. In Sorobi for example, as a result of SGP implementation another insurgent group was persuaded to negotiate with local leaders. Since the inception, the SGP delivery has provided assistance to up to 2685 reintegrees. Through 164 SGPs, 23 provinces are being assisted with community based development projects. However, SGP monitoring and implementation was hampered by the difficulty of visiting insecure districts where most of the projects are being implemented.

Number of Reintegrees Benefited through SGPs



3.4 Percentage of financial reports submitted by PJST on time

In an effort to improve the timeliness and accuracy of PJST financial reporting, a finance working group made several recommendations that have since been adopted. These included consolidating the provincial accounts from 4 different accounts to 1 account; making payments for some expenses directly from JS in Kabul to the vendor; using email and scanned documents for preliminary submission of reports; and making direct payments to contractors for Small Grants Projects. Despite these changes there were still PJSTs which were unable to consistently report on time every month/quarter. The overall performance for the PJSTs in submitting their financial reports improved over the year and 100% of the PJSTs were able to submit their reports at the end of the year in time to be included in the 2013 financial report. However, some of the PJSTs did not report on a quarterly basis as required but kept reports until the end of the year for submission. The delays in submission create challenges for accurate forecasting of expenses and for managing the flow of cash and reporting, which is required in order for JS to receive advances.

3.5 Number of CSOs/NGOs partnering with APRP on emerging opportunities

The engagement with civil society groups in 2013 was focused on increasing the opportunities for civil society to participate in peacebuilding activities and influence the APRP direction and programmes. This was accomplished through meetings, conferences and joint declarations of partnerships between HPC and CSOs. During National Peace and Unity Week, (September 19-25, 2013), many of the activities were implemented through partnerships with local CSOs. There were 2 proposals for APRP funding from CSOs that were forwarded to the level of the Technical Committee during 2013. One proposal, submitted in 2012 by Education and Research Organization for Afghanistan (EROA) was approved by the TC and contracted for implementation. However, due to procedural issues this project was not yet implemented by the end of 2013. A second proposal submitted by the Civil Society Coordination Center was not approved by the TC.

EXPENSES FOR THE YEAR

During 2013, a total of USD \$10,966,242 was spent for Output 3. For more details, please see Annex 2.

Below is a snapshot of where Output 3 is in relation to its annual targets

Table 3: Progress towards targets for Output 3

2013 BASELINE	2013 ANNUAL TARGETS	2013 ACTUAL	COMMENTS
3.1 5313 Transitional Assistance (TA) packages provided	All reintegrees have received TA packages	All eligible reintegrees received TAs in 2013. There were some cases where payments were delayed.	Achieved
3.2 13% of SGP approved projects completed achieving deliverables on time	At least 50% of all SGP approved projects completed achieving deliverables on time	<p>15 % of SPGs achieving deliverables on time. Delays were caused by :</p> <ul style="list-style-type: none"> • Difficulty in submitting all the required documents and verification of coordination in the field. • Delays in processing payments to CDCs and contractors. • Inadequate reporting on progress, necessary for receiving 2nd and 3rd installments. <p>In mid-2013 changes were made in the payment process in order to make payments more quickly.</p>	Not Achieved
3.3 No data available	At least 500 reintegrees directly participating in approved SGPs	This indicator has not been adequately tracked and verified. Although PJSTs are requested to provide the names of reintegrees involved in the SGP implementation, this has not been forthcoming.	Not Achieved due to lack of tracking system

3.4 27% of 25 PJST reports submitted	85% of 31 PJSTs monthly reports submitted on time	The overall performance for the PJSTs in submitting their financial reports improved over the year and 100% of the PJSTs were able to submit their reports at the end of the year in time to be included in the 2013 financial report.	Partially Achieved
3.5 4 NGOs/CSOs partnering with APRP	Five NGOs/ CSOs partnering with APRP.	One formal partnership agreement signed. Multiple (more than 4) informal partnerships were established, especially in the facilitation of National Peace and Unity Week events.	Achieved

D. OUTPUT 4: Contributions made to sustainable peace and reintegration in target provinces through financial and programmatic support to the line ministries community recovery programme

Community development projects implemented by Line Ministries (LMs) delivered infrastructure projects as well as temporary and medium term livelihoods and employment opportunities to former fighters, their family members and community members at large. By facilitating reintegrees' participation in socioeconomic aspects of community life, LMs' projects promoted and enhanced reintegration opportunities in target communities. In addition to the provision of livelihood opportunities to reintegrees and community members, LMs' projects also developed and improved community infrastructures as well as agricultural and environmental assets, thereby delivering community development as peace dividends. LMs' projects provided 3,400 reintegrees and 34,000 community members with direct benefits such as access to improved services, work or livelihood opportunities and vocational training opportunities. In addition, 1,200,000 community members will benefit from the 168 LMs projects indirectly.

Source: LMs (MRRD, MAIL, MoLSAMD, MoPW)²

	Actual Results for 2013 (Cumulative numbers for 2013 as of end of December)				
	# of reintegrees directly benefited	# of direct beneficiaries (These are community members. Reintegrees not included here)	# of indirect beneficiaries	# of projects ongoing and or completed	# of provinces
MRRD/NABDP	274	4,628	60,133	26	7
MRRD/NRAP	-	6,358	114,907	7	4
MRRD/RuWATSIP	5	6,500	700	24	8
MAIL-reforestation	825	10,100	362,500	58	8
MAIL-fruit orchard	169	1,981	634,350	13	9
MAIL-irrigation	29	1,290	86,263	17	5
MoLSAMD	1,278	2,562	23,040	15	15
MoPW	820	1,058	11,268	8	8
Total	3,400	34,477	1,293,161	168	23

² There is reduction in the number of reintegrees in MAIL reforestation and irrigation components from Q3 (from 1,055 to 825 and from 195 to 169 respectively). This is because the previous numbers included reintegrees that were counted more than once. The duplication has been corrected in this annual report. In addition, total number of provinces is not the addition of number of provinces of each programme, as there are overlapping provinces.

4.1 Indicator 1: No of reintegrees benefitting directly through LM projects in priority districts

Community development initiatives of LMs provided livelihood, employment and vocational training opportunities to 3,400 reintegrees in 2013. This included reforestation, fruit orchard and irrigation projects of MAIL which provided short term work opportunities to 1,000 reintegrees to support their reintegration to normal socioeconomic life. In addition, MoPW's Public Works Corps (PWC) project provided 820 reintegrees with full time employment who worked on routine maintenance of roads.

Employment provided by MoPW for reintegrees is helpful as it provides full time employment for the duration of contract which is renewed on the yearly basis. PWC workers received job training on routine maintenance of roads, roads defect inspection and maintenance supervision. Former fighters and community members worked on routine maintenance of over 1,500km of roads in 8 provinces completing jobs including leveling of road shoulders, cleaning and reshaping of road side ditches, grass cutting, pothole patching, and crack repairing. Furthermore, MoLSAMD's vocational education training (VET) provided vocational training to 1,278 reintegrees in skills demanded in local market such as tailoring, carpentry, embroidery, carpet weaving, vehicle/motorbike repairing, plumbing, electric equipment repairing, mobile repairing and electricity.

4.2 Indicator 2: No of community members benefitting directly through LM projects in priority districts.

In addition to former fighters, community members are also direct beneficiaries of LMs projects who benefit projects that are delivered as peace dividends in communities where reintegration has taken place. Community development initiatives of LMs provided livelihood, employment and vocational training opportunities to 34,000 community members in 2013. This included community infrastructure projects implemented by National Area-Based Development Programme (NABDP) which provided work opportunities to 4,600 community members. Similarly, National Rural Access Programme (NRAP) projects provided labor opportunities to 6,400 community members, and Rural Water Supply, Sanitation and Irrigation Programme (RuWATSIP) projects provided 6,500 community members in APRP priority districts with improved access to clean water through construction of water wells, water points, and pipe schemes.

Reforestation, fruit orchard and irrigation projects of MAIL provided short term work opportunities to 13,000 community members, while MoPW's PWC provided 1,058 community members with full time employment on routine maintenance of roads. In addition, MoLSAMD's VET projects provided vocational training to 2,562 community members. Out of 2,500 community members, 681 were female trainees who were trained in areas such as embroidery, carpet weaving and tailoring.

4.3 Indicator 3: No of community members benefitting indirectly through LM projects in priority districts.

In addition to providing direct benefits to reintegrees and community members, LMs' projects also provided indirect benefits to communities. As a result of LMs' projects implemented in support of APRP, a total of 1,200,000 community members will indirectly benefit from the 168 LMs' projects in 23 provinces. Rural roads constructed by NRAP will provide estimated 100,000 community members with improved access and mobility. Since programme inception, NRAP has completed construction of 50km of tertiary and asphalt roads in Balkh, Jawzjan, Uruzgan and Herat. Additional 4 projects are ongoing to construct 28 km of roads in Kapisa, Paktiya, and Uruzgan which will benefit rural households with increased access to services and economic opportunities. Also, community infrastructure projects delivered through NABDP and RuWATSIP will improve communities' access to various services.

Communities where MAIL projects were implemented will benefit from increased reforestation, establishment of fruit orchard activities, and improved irrigation systems. MAIL reforestation projects planted 425,000 pistachio and pine nuts seedlings in 650 hectares of land in 8 provinces. Also, MAIL's fruit orchard projects distributed 243,000 fruit saplings to 2,150 eligible selected farmers (195 reintegrees and 1955 community members of which 83 were women) and leveled 430 hectares of land to establish fruit orchards in 9 provinces. Additionally, MAIL irrigation projects improved 170km of canal structure in 5 provinces with the construction of 167 micro structures which resulted in 9710 hectares of land newly brought under irrigation. Finally, family members of reintegrees and community members that were employed by MoPW or that received training from MoLSAMD's VET projects will benefit from increased income or newly acquired skills.

4.4 Indicator 4: % of line departments in provinces providing inputs to LMs in Kabul for project design and development

Participatory and bottom up planning is essential to ensure that designed community development projects effectively support reintegration. Project design should be led by provincial departments of the LMs and PJST Development Officers, as they are more aware of the needs, aspirations, and opportunities for reintegrees and community members. In order to assess the involvement of provincial departments and PJSTs in the project design, UNDP programme specialist designed a simple survey and administered it to provinces where new projects were started in 2013.

Out of the ten provincial departments surveyed where new LM projects were developed, all ten provided input to LMs in Kabul for project design and development. In fact, all of these line departments led project design, showing that bottom up planning is the norm within LMs in the implementation of APRP. However, in some provinces, there was still insufficient coordination between PJST and line departments. This lack of communication and coordination at times resulted in situations where projects took place in places with no reintegrees. In 2014, in order to avoid this, the relevant PJST will have to sign off and endorse each new LM projects before implementation.

EXPENSES FOR THE YEAR

During 2013, a total of USD \$24,861,580 was spent for this Output 4. For more details, please see Annex 2.

Below is a snapshot of where UNDP Support to APRP is in relation to its annual targets at the end of 2013.

Table 4: Line Ministry community recovery programmes

2013 Baseline	2013 Annual Targets	2013 Actual	Comments
4.1 3,300 reintegrees benefitted directly through LM projects (Source: JS)	3,300 reintegrees benefitting directly through LM projects in priority districts	3,400 reintegrees benefitted directly through LM projects in priority districts	Achieved
4.2 41,000 community members benefited directly through LM projects (Source: JS)	41,000 community members benefitting directly through LM projects in priority districts	34,000 community members benefitted directly through LM projects in priority districts	83% of the target number was achieved. Target was not met due mainly to the fact that NABDP and NRAP projects did not provide benefit to as many community members as targeted.
4.3 1,200,000 community members benefited indirectly through LM projects (Source: JS)	1,200,000 community members benefitting indirectly through LM projects in priority district	1,200,000 community members benefitted indirectly through LM projects in priority districts	Achieved
4.4 Line departments not regularly providing input to LMs for project design and development in priority provinces	At least 50% of Line departments providing input to LMs for project design and development in priority districts	Where new projects were designed, 100% of line departments surveyed (10 line departments surveyed) provided input to LMs in Kabul for project design and formulation.	Achieved

III. GENDER SPECIFIC RESULTS

As a result of the advocacy and networking efforts of the women's committee of the High Peace Council and the JS Gender Unit, the visibility and inclusion of women in peacebuilding initiatives increased in 2013. HPC female members and JS Gender Unit staff served as facilitators during the Loya Jirga. The women's committee also organized a conference on peace and women's political participation, which was attended by gender representatives of all Afghan Line Ministries. One of the most visible events of the year was a conference on women's participation in the peace process held in Nangarhar in September as part of National Peace and Unity Week activities. This resulted in a joint declaration being drafted regarding women and peace in Afghanistan. HPC women's committee and JS Gender Unit also participated in N-Peace activities, including disseminating information about Security Council Resolution 1325, which stresses the important role that women play as active agents in peace and security. In 2013, an Afghan women's rights advocate Masouda Karokhi won the N-Peace award for her contribution as a peace agent in Afghanistan.

While many of the community recovery activities are difficult for women to access, MoLSAMD has been able to include a significant number of women in their vocational training initiatives and 681 were female community members were trained skills to improve their income-generating opportunities in embroidery, carpet weaving and tailoring.

The JS Gender Unit contributed to an increased dissemination of information of the impact of the conflict on women and the potential role of women in peacebuilding through the review of key policy and procedural documents that were drafted during the year. Through their feedback on these documents, as well as their increased inclusion in the decision-making forums of APRP (tri-partite meetings, TC meetings,



Figure 2: National Peace and Unity Week event in Balkh Province. Courtesy of Mr. Qais Osyaan

Business Case sessions), the Gender Unit has made inroads towards a more inclusive and gender sensitive programme.

In addition, within UNDP, APRP project team partnered with Gender Equality Project on building the capacity of both women institutions and women policy makers through training on peace and security and discussions on regional issues. Through UNDP Gender Cluster meeting, APRP conducted information sharing, local mapping and coordination of gender activities such as outreach events in provinces during peace week in September.

IV. PARTNERSHIPS

APRP is Afghan led and owned and is implemented under the National Implementation Modality (NIM), wherein the implementing partner is primarily responsible and accountable for achieving results. The key implementing partner of this project is the Joint Secretariat (JS) of APRP. During 2013, APRP/UNDP Support continued to partner with various national and international institutions. Key partnerships are elaborated below.

a) Line Ministries (Development)

APRP partnered with GoIRA line ministries to engage communities in development activities that strengthen and support reintegration and social cohesion. The line ministries included MOLSAMD, MRRD, MAIL and MoPW and activities implemented by these ministries focused on wage employment and vocational training for reintegrees and community-based development projects.

b) Line Ministries (Security)

APRP partners with security ministries, including MoI, MoD, and NDS, to implement the outreach and demobilization activities of the programme, including vetting and obtaining biometrics of reintegrees. JS Field Operations Unit works closely with these ministries.

c) Independent Directorate of Local Governance (IDLG)

APRP works closely with IDLG to ensure coordination and linkages at the provincial level. During 2013, IDLG staff have participated in JS monitoring and evaluation missions and supported JS in preparing M&E forms. It is anticipated that IDLG will have a significant role in the development of the APRP transition plan and ensuring the sustainability of APRP initiatives.

d) International Donors/Development Partners

During 2013, the international partners of APRP, including international donors, have taken a more participatory role in APRP. The status of donor representatives on the Technical Committee changed from observer status to member status, which has provided APRP donors with the opportunity to have more direct input into programme direction.

e) International Security Assistance Force/Force Reintegration Cell (ISAF/FRIC)

APRP receives support from ISAF/FRIC in the form of technical assistance to the JS Field Operations Unit; logistical support in the field, and sharing of relevant information. During 2013, ISAF/FRIC also provided support for the capacity development of the PJSTs and PPCs by providing a series of trainings related to specific job functions, teamwork, and leadership.

f) Civil Society

APRP/UNDP Support continues to strengthen partnerships with civil society organizations, as seen through CSO initiatives during Peace and National Unity Week. While not yet formalized, APRP/UNDP Support is working towards partnering with CSOs to assist with data gathering, perception surveys, outreach, mobilization of public support, and

monitoring of APRP activities, as a way to bringing in an outside perspective when assessing the impact of APRP.

g) UNDP's Sub-national governance and development cluster

APRP falls under the sub-national governance and development cluster within UNDP, along with other programmes such as UNDP's Afghanistan Subnational Governance Programme (ASGP) and the National Area-Based Development Programme (NABDP). APRP/UNDP Support participated in the development of the sub-national governance and development strategy, providing input on the importance of including conflict-sensitive approaches in all aspects of sub-national programming.

V. ISSUES

A recap of the major issues from 2013 that are still ongoing is captured below. A comprehensive list of issues is included in Annex 5.

- **Resource Mobilization for APRP**

APRP/UNDP Support will not be able to start project activities for 2014 on time due to a lack of funding commitments. Furthermore, once the commitments are confirmed, it is unknown if they will be sufficient to fund all of the activities planned by JS, and what mitigation measures JS will take if there is limited funding available.

- **Implementation of NTA**

The concept of APRP implementing a unified salary scale was discussed at the 8th FOC meeting held in 2012, where the Minister of Finance emphasized that APRP should adopt a scale similar to the Capacity Building for Result (CBR) scale. The National Technical Assistance (NTA) salary plan and policy was introduced in early 2013 after the cabinet approved the policy and MoF sent letters to UNDP and other agencies to adopt NTA Policy in their projects. The planning for implementation of the NTA Policy in APRP occurred throughout the rest of 2013. However there have been concerns raised by JS about the application of NTA to JS circumstances and further consultations between JS, MoF and UNDP are needed to ensure a smooth and correct implementation of NTA on a case by case basis. Thus, NTA Policy will be applied to APRP from quarter 2 of 2014.

- **Measuring Impact**

While quantitative data has been gathered on the number of reintegrees joining the programme, the number of reintegrees and community members provided with work opportunities, and the number of communities involved in APRP development projects, the impact of these activities on peace and security in Afghanistan is not being captured or analyzed. During 2013, there were numerous discussions amongst APRP partners on the merits of providing only cash transfers (Transitional Assistance or TA) to reintegrees, versus providing cash transfers plus other assistance such as household-level wage employment opportunities and community-level projects. These discussions were made all the more difficult because good data on the impact of each of these interventions has not been gathered. While developing a sophisticated statistical correlation analysis may be beyond

the scope of the programme, gathering information through surveys, focus groups, and interviews are well within the capacity of the JS to implement. The M&E, Field Operations, and Development units of JS have all made initial plans on how to capture this information in order to assist all APRP partners to make better informed decisions.

VI. RISKS

Risk is the possibility that an event will occur and affect the achievement of the project results either negatively or positively. As such, it can represent a threat or a missed opportunity. Below are some of the key risks identified during 2013 and which may affect APRP into 2014. A comprehensive list of the risks identified in 2013 is included in the annexes to this report, Annex 4.

- **Risk of heightened insecurity in the coming election**

There is some apprehension that there will be increased insecurity as Election Day approaches. This could affect access to sites for implementation and monitoring, as well as re-direction of resources for political purposes. In order to mitigate this risk, JS is undertaking daily monitoring of media and information sources to increase awareness of trends in security. In addition, UNDP and JS are revisiting security plans and assessments to ensure readiness and responsiveness to security incidents that may occur.

- **Lack of funding to support all aspects of APRP at the required level**

Should the funds needed as indicated in the Business Case not be available in 2014, the programme risks being implemented in a way that does not reach the desired objectives as stated in the Business Case. This could lead to a loss of credibility in the programme and/or a departure from the strategic structure of APRP and the theory of change that forms the foundation of the programme. As of the end of 2013, the funding level for 2014 was not known. A “bare bones” budget was being developed so as to keep the organizational structure of APRP functional until a clearer understanding of the financial situation was known.

- **Lack of timeliness in programme delivery**

To get the LM projects on budget, the 2014 plans were to have been developed and finalized by September 2013. However, given the requirement by donors to have a business plan in place for additional funding, the process has led to challenges in planning, especially for on-budget programmes. By the close of 2013, the Annual Work Plan and budget for 2014 had not been completed or approved. This will certainly lead to delays in programme delivery in 2014, and it is expected that the approval of the budget and work plan will not take place until well into the 1st quarter of 2014.

VII. LESSONS LEARNED

During this past year there were many opportunities for learning for all APRP partners. Below are listed a few of the lessons learned that are relevant to the planned activities of 2014.

▪ **Strategic Planning Process and learning to “plan” for “planning”**

Developing the Business Case, which sets out the strategic direction for APRP for the last 2 years of the programme, was a huge collaborative effort on the part of JS and resulted in an important and substantive document. It was also a process that allowed significant learning, and JS will be much better placed to develop the next key document – the transition plan – because of the experience of developing the Business Case. Some of the lessons learned during this process included:

- the necessity to get stakeholder agreement on the purpose, content, and structure of the document at the outset;
- the importance of mapping out all of the stakeholder consultations which are required so that all points of view have been considered and there is buy-in by contributors;
- the benefit of having a dedicated writer who can compile and smooth out the various inputs received and manage all the editorial tasks required; and
- that developing a strategy and document of this nature requires sufficient time to allow for feedback and revisions.

All of the lessons learned in producing the Business Case can be applied to the task of developing the transition plan

• **Training needs to be correctly targeted to be effective**

There were several different types of training and capacity development events initiated by JS units, FOC, and ISAF/FRIC over the year. While the training modules developed were clear and instructive for the material to be prepared, their impact was weakened at times because the materials did not match the participant needs or profile. There were several reasons for this, one being trying to train a group of people with very diverse skills and capacities. In other instances, it was not clear to the units or LMs, who specifically should attend training. Increasing the impact of these capacity development initiatives could be achieved through proper assessment and clustering of the attendees.

• **The lack of good data or evidence affects all aspects of the program**

The requirement for independent monitoring of APRP in the field has been discussed previously, but in 2013, the lack of good data and evidence from the field took on particular importance as discussions shifted from how to improve implementation, to planning for peace and reintegration after 2014. The lack of clear data and evidence-based analysis of APRP activities and the absence of tracking of the economic situation of households affected by reintegration led to discussions that were based on anecdotal evidence rather than impartial observation and analysis. As there was significant discussion during this year on the future of peace, reintegration, and reconciliation activities for the remaining months

of the project, as well as on how to end different APRP activities, evidence of impact of community recovery activities and their linkage to rates of recidivism would have elevated these discussions from being based on personal observation to being anchored in objective evidence.

VIII. FUTURE PLANS

Planning for 2014 is in process and has been completed during the first months of 2014. The delay in finalizing the 2014 plans has been the result of difficult negotiations over the APRP Business Case, which was developed by JS in the second half of 2013 and finally approved by the FOC in the 1st quarter of 2014. The actual implementation of the Business Case will depend on availability of funding and may require a prioritization process if the funds available do not match the budget of the Business Case. The consequence of this long negotiation over the business case will be a delay in the start/continuation of APRP activities in 2014. The community recovery activities of line ministries will be most affected, as the planning process for these ministries usually takes several months.

In 2014 the work that APRP/UNDP Support does will likely be impacted by several external factors: the elections and resultant change in leadership; the drawdown of international troops; and changes in security in the field. The project document for APRP/UNDP Support envisioned the project being completed in July 2015. Thus, a significant amount of work for APRP/UNDP Support in 2014 will be assisting in the formulation and implementation of a transition plan for APRP.

UNDP will continue to be a strategic partner of the government not only in successfully implementing the 2014 plans and priorities, but also in guiding the future direction of the peace process. In this regard, UNDP will continue to play a critical role through its technical support provided directly to the government leadership and senior management in successfully implementing the APRP transition plan as well as determining the future direction of the peace and reconciliation process

IX. ANNEXES

A. ANNEX 1: FINANCIAL TABLE: INTERIM DONOR REPORT January to December 2013

Donor Name	COMMITMENT/ PAST YEARS RECORD				CURRENT YEAR					FUTURE EXPENSES		TOTAL RECEIVABLE		
	Commitment (a)	Revenue Collected 31/12/2012 (b)	Expenses 31/12/2012 (c)	Ipsas Adjustment (d)	Opening Balance e=(b - c-d)	Contribution Revenue (f)	Other Revenue (g)	Cumulative expenses (h)	Closing Balance i=(e+f +g- h)	Commitment s (Unliquidated Obligations) (j)	Undepreciated of fixed Assets and Inventory (k)	(Future Due) l=(a-b-e)	(Past Due) (M)	Available Resources N=(i - j-k)
Denmark	7,961,741	5,391,928	3,678,821		1,713,107	2,569,813	-	4,222,840	60,080	-	-	-	-	60,080
Germany	26,027,802	26,027,802	6,948,528		19,079,274			17,380,502	1,698,772	925,414	8,710			764,649
Italy	5,683,656	5,683,656	-		5,683,656			4,129,344	1,554,312	-	-			1,554,312
Japan	52,055,941	52,055,941	31,587,301	(47,269)	20,515,908			17,802,939	2,712,969	6,287	47,255			2,659,427
Netherlands	2,500,000	2,500,000	1,392,686		1,107,314			786,859	320,456	-	-			320,456
South Korea	1,000,000	1,000,000	1,000,000		0			-	0	-	-			0
Spain	6,666,667	6,666,667	-		6,666,667			1,866,537	4,800,130	-	-			4,800,130
Grand Total	101,895,808	99,325,994	44,607,336	(47,269)	54,765,927	2,569,813	-	46,189,021	11,146,719	931,701	55,965	-	-	10,159,053

Note:

- i) The figures provided in the above statement are provisional; the final figures will be communicated in the certified financial report which will be produce by UNDP HQ and submit to all donors in May 2014.
- ii) Income received in currency other than USD is approximated to USD based on UN- Operational Rate of Exchange applied.
- iii) The reported commitments (Unliquidated obligations) are the vehicle purchase and the M&E specialist costs; of which the vehicle commitment is cancelled in the FY14 and the M&E consultant is paid in February 2014.

B. ANNEX 2: EXPENSES BY OUTPUT

Project Output ID and Description	2013 Budget (AWP)	Expenses (Jan - Dec 2013)	Delivery Rate
Output-01 (Project ID 79526) All three window of Peace and Reintegration are effectively managed and monitored	497,025	374,025	75%
Sub-total Output 1	497,025	374,025	75%
Output-02 (Project ID 79480) APRP Joint Secretariat (JS) is effectively supported to enhance the planning, monitoring, coordinating and reporting on key components of APRP	5,938,826	4,872,498	82%
Sub-total Output 2	5,938,826	4,872,498	82%
Output-03 (Project ID 76674) Effective support provided to APRP field structure including the PPCs and PJSTs for sustainable reintegration and peace building		(44,570)	
Output-03 (Project ID 79527) Effective support provided to APRP field structure including the PPCs and PJSTs for sustainable reintegration and peace building	13,420,985	11,010,812	82%
Sub-total Output 3	13,420,985	10,966,242	82%
Output-04 (Project ID 79528) Contribution made to sustainable peace and reintegration in provinces through financial and programmatic support to the line minsters' community recovery programme	27,445,012	24,861,580	91%
Sub-total Output 4	27,445,012	24,861,580	91%
OutPut-05 (Project ID 79529) Effective management of APRP delivery ensured through UNDP technical a	6,677,294	5,114,675	77%
Sub-total Output 5	6,677,294	5,114,675	77%
Grand Total	53,979,142	46,189,021	86%

C. ANNEX 3: EXPENSES BY DONOR

Donor	Project Output	2013 Budget (AWP)	Expenses (Jan - Dec 2013)	Delivery Rate
Denmark	Output 3 (Project ID 79527) : Effective field support provided to APRP Joint Secretariat for sustainable reintegration and peace building	783,788	769,825	98%
	Output 4 (Project ID 79528) : Contributions made to sustainable peace and reintegration in target provinces through the implementation of community recovery projects	3,499,132	3,453,015	99%
	Sub-total	4,282,920	4,222,840	99%
Germany	Output 2 (Project ID 79480) : APRP Joint Secretariat effectively implements key components of APRP	3,562,886	2,817,766	79%
	Output 3 (Project ID 79527) : Effective field support provided to APRP Joint Secretariat for sustainable reintegration and peace building	2,980,299	2,828,700	95%
	Output 4 (Project ID 79528) : Contributions made to sustainable peace and reintegration in target provinces through the implementation of community recovery projects	6,897,194	6,843,320	99%
	Output 5 (Project ID 79529) : Effective management of APRP delivery ensured through UNDP technical and operational support	5,113,895	4,890,716	96%
	Sub-total	18,554,274	17,380,502	94%
Italy	Output 2 (Project ID 79480) : APRP Joint Secretariat effectively implements key components of APRP	192,075		
	Output 3 (Project ID 79527) : Effective field support provided to APRP Joint Secretariat for sustainable reintegration and peace building	1,602,209	957,089	60%
	Output 4 (Project ID 79528) : Contributions made to sustainable peace and reintegration in target provinces through the implementation of community recovery projects	3,889,372	3,172,255	82%
	Sub-total	5,683,656	4,129,344	73%
Japan	Output 1 (Project ID 79526) : All three windows of Peace and Reintegration Trust Fund are effectively managed	497,025	374,025	75%
	Output 2 (Project ID 79480) : APRP Joint Secretariat effectively implements key components of APRP	2,048,924	1,925,870	94%
	Output 3 (Project ID 76674) : Effective field support provided to APRP Joint Secretariat for sustainable reintegration and peace building (old output No)		-44,570	
	Output 3 (Project ID 79527) : Effective field support provided to APRP Joint Secretariat for sustainable reintegration and peace building	5,757,135	4,982,465	87%
	Output 4 (Project ID 79528) : Contributions made to sustainable peace and reintegration in target provinces through the implementation of community recovery projects	11,127,158	10,341,161	93%
	Output 5 (Project ID 79529) : Effective management of APRP delivery ensured through UNDP technical and operational support	1,563,398	223,987	14%
	Sub-total	20,993,640	17,802,939	85%
Netherlands	Output 3 (Project ID 79527) : Effective field support provided to APRP Joint Secretariat for sustainable reintegration and peace building	1,107,315	786,859	71%
	Sub-total	1,107,315	786,859	71%
Spain	Output 2 (Project ID 79480) : APRP Joint Secretariat effectively implements key components of APRP	134,942	128,863	95%
	Output 3 (Project ID 79527) : Effective field support provided to APRP Joint Secretariat for sustainable reintegration and peace building	1,190,240	685,873	58%
	Output 4 (Project ID 79528) : Contributions made to sustainable peace and reintegration in target provinces through the implementation of community recovery projects	2,032,156	1,051,801	52%
	Sub-total	3,357,338	1,866,537	56%
	Grand Total	53,979,142	46,189,021	86%

D. ANNEX 4: RISK LOG 2013

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management response	Owner	Submitted by	Status
1	Lack of Coordination between Security Agencies: As different agencies are dealing separately with armed groups wanting to join the programme, different messages related to the incentives to be provided to the groups are being conveyed.	June 2013	Programme	This leads to mismatched expectation of reintegrees about the incentives and may lead to disenchantment with the nature of the actual programme incentives. There is also a risk to the credibility of the programme and trust towards the government, besides possibility of recidivism in case promises are not met. Probability: High	Improved coordination between the different agencies to address the issue of consistent messaging is being acknowledged as a need of the programme and measures are being discussed to ensure its implementation.	Project Manager	JS	On-Going
2	Provincial Capacity Constraints: The capacity, competency and level of activity of the different PPCs and PJSTs still vary considerably.	June 2013	Operational	As reintegration efforts gradually intensify and show results in various provinces, the PPCs will be challenged to assume the full extent of their responsibilities and this will be a risk to the program in its effective delivery. Probability: High	Closer and greater coordination between the PPCs and the PGs as well as other relevant security institutions will be crucial to promoting successful reintegration and the overall functioning of the programme. UNDP support to APRP is recruiting additional personnel which include development and finance staff to provide additional support to PJSTs and PPCs.	Project Manager	JS	Capacity Development Initiatives on-going

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management response	Owner	Submitted by	Status
3	Lack of timeliness in programme delivery: To get the LM projects on budget, the 2014 plans have to be developed and finalized by September 2013. However, given the requirement by donors to have a business plan in place for additional funding, the process may lead to challenges in planning, especially for on-budget programmes which may lead to delays in programme delivery in 2014.	July 2013	Programme	There is a risk of the programme losing credibility among the beneficiaries as its pace of delivery may slow down due to limited funding. Probability: Medium	Consultations taking place with MoF to formulate options for APRP on-budget projects if the government deadlines are missed.	Project Manager	JS	On-going
4	Risk of weak stakeholder participation in project identification: Stakeholder participation is important for relevance, ownership by the community and sustainability.	October 2013	Programme	Failure to undertake stakeholder participation could make projects irrelevant and could take projects to where there are no reintegrees. Probability: Medium	Training is being provided to PJSTs and PPC on project identification and participatory processes. SoPs for community recovery include checks to ensure community ownership.	Project Manager	Development Team	On-going
5	Risk of incorrect attribution or wrong cause-effect analysis: Livelihood opportunities could indeed be important alternatives for many insurgents who want to lay down arms. But the dynamics of the conflict, power relations and other factors are also important for a successful reintegration and make it difficult to gather and analyze evidence of impact.	October 2013	Strategic	Incorrect attribution of results could lead to inefficient use of resources and misidentification of programme strategies. Probability: Medium	On the community level, conflict mapping being encouraged to bring awareness of dynamics to programming. On the individual level, aspirations of individual reintegrees being captured.	Project Manager	APRP	On-going

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management response	Owner	Submitted by	Status
6	Risk of possible mismanagement of resources (financial or material). If lack of effective internal control mechanisms or if lack of transparency in procurement and contracting processes exists, funds or goods could be lost or misused.	October 2013	Financial	This could affect efficiency and effectiveness of projects, delays in completion, credibility of all the parties. Probability: High	Financial, procurement, and asset management systems are continually being revisited to ensure effective control. Additional UNDP finance staff recruited for the regions to assist with compliance at the field level.	Project Manager	APRP	On-going
7	Risk of absence of more inclusive and neutral monitoring during demobilization and distribution of TA.	October 2013	Financial	This could get project resources going to the wrong persons and therefore fuel suspicions and mistrust. Probability: Medium	Increased coordination meetings and consultations with all partners involved in Field Operations.	Project Manager	APRP	On-going
8	Risk of heightened insecurity in the coming election.	November 2013	Security	This could affect access to sites for implementation and monitoring, as well as re-direction of resources for political purposes. Probability: Medium	Monitoring of media and information sources to increase awareness of trends in security. Revisiting security plans and assessments to ensure readiness and responsiveness to security incidents.	Project Manager	APRP	On-going
9	Risk of losing qualified staff due to salary adjustments related to implementation of the NTA (National Technical Assistance)	December 2013	Operational	Should staff salaries decrease as a result of the implementation of NTA, some staff may choose to leave APRP or become de-motivated, resulting in staffing gaps. Probability: Medium	NTA implementation is being reviewed with specific cases to be analyzed and adjusted as appropriate.	Project Manager	APRP	On-going

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management response	Owner	Submitted by	Status
10	Lack of funding to support all aspects of APRP at the required level	December 2013	Strategic	<p>Should the funds needed as indicated in the Business Case not be available, the programme risks being implemented in a way that does not reach the desired objectives or in having activities be discontinued. This could lead to a loss of credibility in the programme.</p> <p>Probability: High</p>	As of the end of 2013, the funding level for 2014 was not known. A "bare bones" budget was being developed so as to keep the organization structure of APRP functional until a clearer understanding of the financial situation is known.	Project Manager	APRP	On-going

E. ANNEX 5: ISSUE LOG 2013

ID	Type	Date Identified	Description	Status/Priority	Status Change Date	Author
1.	Strategic	January 2013	Impact of the programme is not yet measured and reported, in terms of its overall contribution to reconciliation, peace and development	High	No Change	Project Manager
2.	Programmatic	January 2013	The evolving nature of the priority list also presents significant challenge in LMs select locations of their projects based on the list of priority districts provided by the JS.	Medium	November 2013	Project Manager
3.	Programmatic	January 2013	Revision of the budgets led to slow delivery of LM projects during the reporting quarter and may have implication to spending/absorption capacity	Medium	2 nd Quarter	Project Manager
4.	Security	January 2013	The incident of the missing money amounting to a total of USD \$90,000 which was meant to pay the beneficiary is still not resolved.	High	No Change	Project Manager
5.	Strategic	January 2013	APRP is yet to undertake the conflict analysis at the local level in order to come up with local solutions to local problems	Medium	3 rd Quarter	Project Manager
6.	Programmatic	January 2013	Database for capturing and analyzing data on reintegrees has not been developed.	High	No Change	Project Manager
7.	Financial	March 2013	Delays in financial reporting by the PJST lead to delayed liquidation and expenditure settlement, which has further delayed fund disbursement.	High	3 rd Quarter	Project Manager
8.	Programmatic	October 2013	Lack of alignment of JS and Line Ministry work plans and budget with UNDP Annual Work Plan (in content and format) resulting in different planning and reporting systems.	Medium	November 2013	Project Manager
9.	Strategic	October 2013	The delay in the adoption and implementation of the Business Case that has been developed for APRP could delay 2014 work planning for the Line Ministries and in finalization of the AWP.	High	December 2013	Project Manager
10.	Operational	October 2013	UNDP is required to harmonize UNDP-Government salary for national project staff. This exercise should be complete by 31st December for implementation in January 2014 for contracting of national staff in 2014.	High	Expected in 1 st Quarter 2014	Project Manager

11.	Programmatic	October 2013	Challenges in verification of data from the field for community recovery projects make evidence-based reporting and analysis difficult. In addition, verifying the level of participatory processes used in identifying and prioritizing community recovery projects has not yet been the focus of M&E field visits.	Medium	No Change	Project Manager
12.	Financial	November 2013	Resource Mobilization for APRP for 2014-2015 is uncertain. Donor commitments have not been made resulting in delayed planning and implementation for 2014	High	Expected in January 2014	Project Manager