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## **Afghanistan Peace and Reintegration Programme (UNDP Support)**

# **2015 ANNUAL PROJECT PROGRESS REPORT**

**UNITED NATIONS DEVELOPMENT PROGRAMME**

## DONORS



Denmark



Germany



Italy



Japan



Netherlands



Spain



United States of America



Republic of Korea

## PROJECT INFORMATION

<b>Project ID:</b>	00060777 (NIM)
<b>Duration:</b>	August 2010 – March 2016
<b>ANDS Component:</b>	Security
<b>Contributing to NPP:</b>	Afghanistan Peace and Reintegration Programme
<b>CPAP Outcome:</b>	Improved legitimate, transparent and inclusive governance at all levels that enables progressive realization of human rights
<b>UNDP Strategic Plan Component:</b>	Countries are able to reduce the likelihood of conflict and lower the risk of natural disasters, including from climate change
<b>Total Budget:</b>	USD 221,205,252
<b>Annual Budget 2015:</b>	USD 22,420,983 <sup>1</sup>
<b>Implementing Partner:</b>	APRP Joint Secretariat
<b>Chief Technical Advisor:</b>	William Ozkaptan
<b>Head of Programme Unit:</b>	Dawn Del Rio

**Cover Photo:** Laghman Provincial Governor Abdul Jabar Naimi, security officials, religious scholars, tribal elders, CSOs, and hundreds of community elders participated in a peace gathering at Governor House-Mehterlam on 10 December 2015.

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<sup>1</sup> The UNDP Window B Budget was USD 15,046,671 and the United Kingdom's Window C Budget was 7,374,312

## ACRONYMS

AGEs	Anti Government Elements
ANSF	Afghan National Security Forces
APRP	Afghanistan Peace and Reintegration Programme
AWP	Annual Work Plan
CSO	Civil Society Organization
CIP	Commanders Incentive Programme
FOCS	Financial Oversight Committee Secretariat
FOC	Financial Oversight Committee
GEP	Gender Equality Project
GIRoA	Government of Islamic Republic of Afghanistan
HPC	High Peace Council
IDLG	Independent Directorate of Local Governance
JS	Joint Secretariat
LMs	Line Ministries
M&E	Monitoring and Evaluation
MoD	Ministry of Defense
MoF	Ministry of Finance
MoI	Ministry of Interior
PB	Project Board
PGs	Provincial Governors
PJSTs	Provincial Joint Secretariat Teams
PPCs	Provincial Peace Committees
PWC	Public Works Corps
QTR	Quarter
RPC	Regional Programme Coordinator
SGPs	Small Grant Project
SRSG	Special Representative of the Secretary General
TA	Transitional Assistance
UNAMA	United Nations Assistance Mission Afghanistan
UNDP	United Nations Development Programme

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## I. EXECUTIVE SUMMARY

Since August 2010, the Afghanistan Peace and Reintegration Programme (APRP) has worked to promote peace, reconciliation and security in Afghan communities through outreach, reintegration, and community recovery. During 2015, APRP continued supporting the Government of Islamic Republic of Afghanistan's (GIROA) strategy for peace, reconciliation and reintegration. The APRP supported the reintegration of former insurgents and reconciliation with the Taliban and other armed opposition groups in order to help reach a political settlement to end violence and promote national unity in the country. With the Afghan Government's focus on high level reconciliation and negotiations, the High Peace Council (HPC) is leading the efforts for creating the conditions for peace and facilitating negotiations and reconciliation. At the sub national level, the HPC and Joint Secretariat (JS) support the peace and reconciliation efforts with peacebuilding and reintegration activities within the communities. The APRP-UNDP Support Project provided support to the JS and the overall Programme. During 2015, APRP and the APRP-UNDP Support Project were extended for five months from the original closure date of 31 July to 31 December 2015 and then extended again for three additional months to 31 March 2016.

On 10 December 2015, the Ambassadors of the Netherlands and the United Kingdom, wrote a letter, on behalf of the representatives of the donor nations to the APRP, to His Excellency (HE) Mohammad Ashraf Ghani, President of the Islamic Republic of Afghanistan. They expressed their recognition of the Programme's achievements over the past five years and reiterated their strong commitment to supporting both politically and financially an Afghan-owned and Afghan-led peace process. The letter was demarche to the President stating that unless fundamental reforms and senior appointments were made to APRP, the donors would not consider providing new funding to the APRP beyond 31 December 2015. The requested reforms included the following: 1) the appointment of an empowered HPC and JS leadership; 2) reform of the structures (and composition, as appropriate) of the HPC and JS to ensure they are as streamlined and effective as possible; 3) selection of new qualified HPC members and a peace negotiation team; 4) clarity as to the mandate, structure, and composition of the APRP, HPC and JS, including with respect to the peace process; and 5) an independent review of APRP's achievements between 2010-2015, identifying lessons learned for any successor DDR programme to APRP. As of the end of 2015, President Ghani had apparently not responded to the letter from the APRP donor representatives.

The letter was the result of the growing frustration by the donors with the lack of engagement from the GIROA on the future of APRP and appointments of its senior leadership. During 2015, President Ghani appointed JS Chief Executive Officer (CEO) HE Mohammed Masoom Stanekzai to be Minister of Defense and HPC Chairman HE Salahuddin Rabbani, to be Minister of Foreign Affairs. The departure of these key figures created a serious leadership vacuum in APRP at a critical time when the GIROA was trying to engage the Taliban in peace negotiations. The appointment of new leadership for APRP has remained a critical issue that has been pending for many months. In addition, the donor representatives were also waiting on President's appointment of the new HPC general membership and a decision on APRP's future role in supporting the peace process. A draft National Programme Document for the three years (2016 to 2018) was submitted by the JS to Government senior leadership during 2015. Without these decisions and appointments of APRP leadership, the Afghan Government may not be fully prepared with a structure and mechanisms to

support the peace negotiations and the implementation of any potential peace agreement. The delay has also had an impact on the implementation of the Programme at the national and provincial levels due to the lack of direction, guidelines and timely decision making. In addition, some of APRP's donors withheld new funding for the Programme in 2015.

During 2015, the most significant development for the peace process was the historic breakthrough with the Afghan Governments' first formal peace talks with the Taliban. The long pending talks facilitated by the Pakistani Government were held in the resort city of Muree on 07 July 2015. The Afghan delegation led by Senior HPC member Haji Din Mohammad and a Taliban delegation led by former Taliban Health Minister, Mula Abbas Akhund, with representatives of Pakistan, China and United States attending the meeting. Among other important issues, both sides agreed to continue talks and to discuss concrete measures in the next meetings. The involvement of both Chinese and US diplomats in the meeting underlined the international consensus over the need for a political settlement in Afghanistan. China, as well as other regional countries, were concerned about the growing extremism and insecurity that threatens the security and stability of the entire region. The events following the first round of talks with the revelation of the death of Taliban leader Mullah Omar, deepening divisions in the Quetta Shura, and the attacks in Kabul on 11 August, not only halted further peace talks, but also seriously harmed relations between Afghanistan and Pakistan. There was also an increase in number of attacks by Taliban and Da'esh with support from foreign fighters in the northeast, southeast and in other parts of the country. These events have seriously diminished prospects for peace talks in the foreseeable future.

The HPC and JS organized an Ulema National Conference in Support of Peacebuilding in Afghanistan in Kabul during October that was attended by approximately 500 representatives of the Ulema, religious councils, and religious scholars. The participants adopted a resolution, which was endorsed and supported by President Ghani and the UNAMA SRSG, supporting Government efforts to bring together all sides to the conflict to achieve peace.

At the subnational level, APRP reintegration and other peace building activities continued in 2015. According to JS Reports, a total of 1,462 ex-combatants were biometrically enrolled, which brought the cumulative total number to 10,974 since the beginning of the Programme. Included in this number of reintegrees, were 168 commanders joining the Programme, which brings the total cumulative number to 1,039. A total of 1,496 Transitional Assistance (TA) packages of cash assistance were distributed to reintegrees during 2015, which brings the cumulative total number of TA packages to 10,858. By the end of December 2015, the total number of weapons collected by APRP from reintegrees was 1,110 and the cumulative total since inception was 8,442.

The APRP-UNDP Support Project focused on increased coordination and common visioning with donors, the JS and other stakeholders in order to mobilize resources and political support for the peace process. The UNDP Country Office, APRP-UNDP Support Project and APRP JS leadership continued their discussions with the Afghan Government senior officials and the donor community on the future of the Programme. The main focus in 2015 was to closely collaborate with the other international and national stakeholders to encourage the Afghan Government to seriously engage in APRP's future with decisions on HPC and JS leadership and a national programme for three years beginning in January 2016. In addition, the APRP-UNDP Support Project continued to ensure that APRP implementation activities were maintained despite the uncertainties of the political situation regarding APRP and the limited availability of funding in 2015.

In December 2015, the APRP Technical Committee (TC) recommended a budget be prepared within existing and carryover funds for the 1<sup>st</sup> QTR 2016. Based on the TC's recommendation, the APRP JS prepared a budget of \$4,330,037 for the 1<sup>st</sup> QTR. The funds are from the following sources: 1) Window B 2014 carry forward of \$2,962,337; and 2) Window C 2015 contribution of \$1,367,700. However, Window C funds from the UK were conditional based on the donor representatives' letter of 10 December 2015. The APRP remains partially funded in the 1<sup>st</sup> QTR 2016 through UNDP (Window B) with 2015 carry over funds from the US, Spain, and Italy.

In 2015, the APRP-UNDP Support Project focused on supporting the APRP in working towards the achievement of three main outputs: 1) All two windows of the Peace and Reintegration Trust Fund are effectively managed (UNDP only manages Window B); 2) APRP central structures effectively deliver planning, monitoring, coordination and reporting on key components of APRP; and 3) Subnational structures of APRP effectively deliver key components at the local level. Progress made in 2015 towards the achievement of these outputs is in the following results sections:

## II. RESULTS

### **OUTPUT 1 (ID: 00079526): Two Windows of the Peace and Reintegration Trust Fund are Effectively Managed and Monitored**

The APRP operated on emergency quarterly budgets during the first half of 2015 due to a lack of new funding for the Programme, which resulted from donors withholding new funding due to the lack of the engagement by the Afghan Government on the Programme's future. Initially, the Programme had planned a budget of USD 41.958 million for Window B and Window C (USD 31.958 million for Window B and USD 10 million for Window C), which was then reduced to USD 22.42 million in June 2015, a 46.6% reduction, to be in line with carry over funds from 2014 and the new funding from the United States. The break out by windows of 2015 budget was USD 15.04 million for Window B and USD 7.37 million for Window C.

This 46.6% reduction in the budget had to be very carefully managed by the Financial Oversight Committee Secretariat (FOCS), JS and APRP-UNDP Support Project to ensure the Programme's smooth operations throughout the year. The FOCS management and monitoring of the budget reduction showed very careful planning of the activities initially planned for the 2015. The FOCS role to support, monitor and report on the Programme's implementation was increased through a number of meetings during this period to monitor the implementation of the reduced budget.

The APRP-UNDP Support Project provided technical support to FOCS to manage and report on the APRP Trust Fund. From the beginning of the year, FOCS worked closely with the Financial Oversight Committee (FOC) to monitor the execution of the quarterly emergency budgets until an annual budget was finally approved by the TC in June 2015. The FOC Chairman (Minister of Finance) approved the 2015 APRP full year budget in September after the TC decision and budget sheet was formally endorsed. A FOC meeting maybe planned for 1<sup>st</sup> QTR 2016 following the expected engagement by the National Unity Government on the future of the Programme.

#### **Indicator 1.1: Percentage of monthly reports on APRP Trust Fund prepared and distributed to APRP stakeholders as per schedule established in FOC work plan.**

The FOCS prepared and distributed the APRP Trust Fund reports on a quarterly basis, which were shared with all partners. The change from monthly reports emanated from the delayed approval of the first and second quarter budgets. The Programme operated on emergency quarterly budget until the full year budget was approved later in the year. The full year Trust Fund summary, which includes the 4<sup>th</sup> QTR expenditure is expected to be shared with APRP partners during the month of February 2016 after the 2015 financial closure.

#### **Indicator 1.2: Number of monitoring visits planned, conducted, and reports submitted to JS, LMs and UNDP.**

A FOCS Team conducted a number of monitoring visits around the country from 2<sup>nd</sup> QTR 2015. These visits covered a number of provinces in monitoring of the implementation of SGPs. The Team's main observation was that new SGPs were not being formulated due to a lack of funding.



The Team provided guidance to Provincial Peace Committees (PPCs) and Provincial Joint Secretariat Teams (PJSTs) to continue with outreach activities to ensure reintegration work despite the absence of SGP support.

At the central level, the Team worked closely with Ministry of Interior (MOI) to address long outstanding advances which were finally resolved and closed. The team also worked with Ministry of Agriculture, Livestock and Irrigation (MAIL) and Ministry of Rural Rehabilitation and Development (MRRD) to facilitate closure of the remaining obligations and reporting to UNDP. The Team also facilitated audit exercise with the external auditors in review of 2014 activities.

**Indicator 1.3: MoF facilitates quarterly FOC meetings, including scheduling, agenda preparation, and preparation and distribution of minutes.**

FOC meetings were planned during the year, however despite efforts made by the JS, MoF/FOCS and APRP-UNDP Support Project the meetings were not held due to the delayed appointment of FOC Chair (Minister of Finance), lack of Line Ministry (LM) committee members due to the end of the Community Recovery Programme and the lack of high level Government decisions on APRP's leadership appointments and future. The FOCS team participated in the quarterly TC meetings for the review and approval of emergency quarterly budgets and the full year budget. The full year budget for 2015 was approved during the TC meeting of 17 June 2015 when it was decided to extend the Programme from 01 August 2015 until 31 December 2015. The full year budget sheet was signed by the donors, JS, FOCS and APRP-UNDP Support Project in September 2015. The new Minister of Finance and the Acting JS Chief Executive Officer approved the full year budget in lieu of the FOC meeting in October 2015. The next FOC meeting is planned for the 1<sup>st</sup> QTR 2016 after high level decisions are expected from the Government on the future of APRP.

**Indicator 1.4: JS effectively participates in management of funds of Window B and C.**

The JS Acting CEO and JS finance team worked closely with FOCS and APRP-UNDP Support Project in the planning of the 2015 budget and the management and reporting of Windows B and C. This JS, FOCS and UNDP Support Project collaboration on the 2015 budget was facilitated by numerous informal group and bi-lateral meetings with donors in addition to the formal TC meetings. The JS and APRP-UNDP Support Project led the management of Window B and Window C by organizing TC meetings to review technical merits of the planned activities of the Programme and preparation of the budget for FOC and Project Board approval. In 2015, there were four TC meetings held by JS and the APRP-UNDP Support Project followed by virtual Project Board meetings organized by the UNDP Country Office to approve the Programme's activities and five month extension after 31 July 2015.

**BUDGET AND EXPENSES FOR THE YEAR OUTPUT 1**

During 2015, a total USD 252,313 was spent for Output 1. Please see Annex 2 for the details of the full year budget and expenses.

**Table 1: Two windows of the Peace and Reintegration Trust Fund are effectively managed and monitored**

APRP Indicators	2015 Annual Target & Baseline	Actual Status	Comments
1.1: Percentage of monthly reports on APRP Trust Fund (TF) prepared and distributed to APRP stakeholders as per schedule established in FOC work plan	<p><b>Target:</b> 100% of monthly APRP TF reports distributed within the target date established in the FOC work plan.</p> <p><b>Baseline:</b> No clear annual scheduling or tracking system for distribution of Trust Fund Reports</p>	The APRP TF reports for each quarter were prepared and shared with all partners as per schedule. The Q4 TF summary will be shared during the month of February 2016.	Partially Achieved
1.2: Number of monitoring visits planned, conducted, and reports submitted to JS, LMs and UNDP	<p><b>Target:</b> Four monitoring visits planned, conducted and reports submitted to JS, LM, and UNDP.</p> <p><b>Baseline:</b> Visit made on ad hoc basis</p>	<p>There were 13 consultation visits made at central level to MOI, MAIL and NDS with focus to follow up on pending advance with MOI and resolve audit issue with NDS. The work included facilitation of closure of MAIL project based on decision taken in 2014.</p> <p>Overall, 15 monitoring visits were conducted during the year from March to December 2015 covering all regions of the country.</p>	Fully achieved
1.3: Facilitates quarterly FOC meetings, including scheduling, agenda preparation, and preparation and distribution of minutes	<p><b>Target:</b> FOC Quarterly meeting minutes are distributed to participants within two weeks following the meeting.</p> <p><b>Baseline:</b> Insufficient data regarding FOC meeting facilitation</p>	FOC meetings were not held and instead, four TC meetings were held to review and approve budget for the 2015 budget and extension of the Programme from August to December 2015.	Lack of high level decisions impeded FOC meeting to be held.

## **OUTPUT 2 (ID: 00079480): APRP Central Structures Effectively Deliver Planning, Monitoring, Implementation, Coordination, Outreach and Reporting on Key Components of APRP**

### **Indicator 2.1: Number of consultation Meetings held between UNDP and HPC leadership to develop peace and reconciliation strategy**

During the year, over 23 consultative meetings were held centrally with various senior members of the JS and the HPC. The meetings also engaged the UNDP Country Director and the Chief Technical Advisor (CTA) APRP-UNDP Support Project with the National Security Advisor, to discuss the Governments' future plans and the appointments of the HPC and JS senior leadership. While the appointments are yet to be finalized by the Government, the Government's high level engagement on Peace and APRP work is very significant to support the sub-national work and high level political settlement. Clearly, APRP support to the peace efforts in Afghanistan is critical component of Afghan Governments' strategy for supporting peace negotiations and high-level reconciliation. This was also supported by the peace talks held on 07 July 2015 in Murri, Pakistan, directly with Taliban representatives, Pakistan Government officials, US Government officials, Chinese Government officials, APRP HPC and JS officials and other Afghan Government officials. These talks initiated a short lasting hope amongst the Afghan people that there would be direct peace negotiations between Taliban and Afghanistan Government.

The APRP continued exploring ways to further peace process both at regional level, centrally and sub-nationally despite the leadership vacuum created by the vacant senior level APRP positions. It is expected that the appointments will be made during the 1<sup>st</sup> QTR 2016.

### **Indicator 2.2: Number of consultation meetings held between UNDP and JS Leadership on implementation strategy**

The APRP-UNDP Support Project continued to engage with JS management on strategic implementation of the Programme focusing on outreach activities of the programme and advocacy at all levels. The engagements also focused on the successful closure of the remaining SGPs. New SGPs were not initiated due to lack of funding for this component under the reduced budget in 2015. Over 47 meetings were held throughout the year both at leadership level and technical level to ensure the smooth implementation of the programme operations and linkages with high level negotiations and reconciliation efforts by the Afghanistan Government. The outcomes of these meetings were the continuous support for the JS's implementation of the Programme's reintegration, outreach and other support at the national and sub-national levels.

### **Indicator 2.3: Number of donor coordination meetings facilitated by UNDP to gather political and financial support for APRP**

The APRP-UNDP Support Project continued its efforts to promote Government of Afghanistan senior leadership engagement with APRP to ensure clarity on the future of the Programme and peace process. The UNDP Country Office assisted the UNDP Support Project by engaging with higher level Government officials on the Programme's future. The APRP-UNDP Support Project and the JS continued various consultations with donors during the year. These efforts led to the finalization of the full year 2015 budget approved in June. The APRP-UNDP Support Project

assisted the JS with reaching out to the donor representatives in order to gain their approval of the APRP budget in a very challenging environment. The JS and UNDP Support Project continued its efforts to bring together the donor representative such as US, UK, Netherlands, Japan, Germany, Italy, Spain, Denmark, South Korea and Finland Embassy to participate in various important meetings and consultations regarding the Programme.

**Indicator 2.4: Number of new M&E systems/tools introduced by UNDP that are adopted by JS or PJSTs.**

The JS M&E section provided technical support to JS and PJSTs in developing guidelines, action plans, and tools. There are at least eight tools that were developed to support JS in strengthening internal control and quality assurance system. A guideline for JS M&E team to work closely with UNDP Support Project has built strong working relations. Monitoring tools for JS M&E team will help in conducting internal audit of financial management, procurement, admin and HR at the PJST level. Likewise, monitoring tools for process and progress monitoring on reintegration to be used by JS has been effective to track reintegrees on their status. A monthly reporting template for PJSTs was introduced in both Dari and Pashto languages. This monthly report by PJSTs to JS provides status as per APRP output at provincial level. In addition, periodic progress tracking tools have also been introduced for JS Operations Department. Considering the security situation and challenges in reaching to remote areas, a distant monitoring concept has been developed which could be useful in coming days.

To address the recommendations of independent monitoring agent report, action plans for all concerned departments in JS have been finalized. Briefing sessions with all the Heads of PJSTs have been conducted with tools and guidelines to be followed to address monitoring agent report recommendations. Progress report on those action plans has also been placed to senior management of JS. Finally, required follow up actions have also been incorporated in the initial plans for 2016 by the relevant JS Departments.

## **BUDGET AND EXPENSES FOR THE YEAR FOR OUTPUT 2**

During 2015, a total USD 1,358,930 was spent for Output 2. Please see **Annex 2** for the details of the full year budget and expenses.

**Table 2: Ouput-2 (APRP central structures effectively deliver planning, monitoring, implementation coordination, outreach and reporting on key components of APRP)**

APRP Indicators	2015 Annual Target & Baseline	Actual Status	Comments
2.1 Number of consultation Meetings held between UNDP and HPC leadership to develop peace and reconciliation strategy	<b>Target:</b> 24 consultations between UNDP and HPC leadership on peace and reconciliation strategy <b>Baseline:</b> Annual target is to be met and information of previous year is not available	47consultation meetings held between UNDP and JS/HPC leadership on peace and reconciliation strategy. This includes engagement of UNDP, donor community and Government senior officials on Peace programme.	Fully achieved
2.2: Number of consultation meetings held between UNDP and JS Leadership on implementation strategy	<b>Target:</b> 24 consultations between UNDP and JS Leadership on implementation strategy <b>Baseline:</b> Annual target is to be met and information of previous year is not available	43 meetings were held at senior and management levels with JS	Fully achieved
2.3: Number of donor coordination meetings facilitated by UNDP to gather political and financial support for APRP	<b>Target:</b> 12 donor coordination meetings facilitated by UNDP <b>Baseline:</b> Annual target is to be met and information of previous year is not available	28 key meetings and consultations were held with APRP partners and donors both at senior and technical levels to assess progress in APRP and to update donors on the developments	Fully achieved
2.4: Number of new M&E systems/tools introduced by UNDP that are adopted by JS or PJST.	<b>Target:</b> Six new M&E systems/ tools introduced by UNDP and adopted by JS or PJST. <b>Baseline:</b> Annual target is to be met and information of previous year is not available	Eight monitoring and reporting tools have been developed for overall progress and process monitoring and reporting. UNDP Support Project is supporting JS M&E team to institutionalize guidelines and tools for internal audit and financial control to be in place at PJST level. Action plans on recommendations of Independent Monitoring Agent report have been finalized by the concerned departments in JS, and submitted the progress report on their action plans.	Fully achieved

## OUTPUT 3 (ID: 00079527): Subnational Structures of APRP Effectively Deliver Key Components at the Local Level

### Indicator 3.1: No. of reconciled AGEs biometrically enrolled and TA distributed

By the end of 2015, APRP had successfully surpassed the planned target of reintegrating around 10,000 AGEs with the actual achievement of 10,974, which is 9.74% more than the target. A total of 1,462 reintegrees joined APRP in 2015 with 396 joining during the 4<sup>th</sup> QTR 2015. The cumulative total distribution of TA package was 10,858. As reported by the JS Operations Department, the following table reflects the current status of biometrically enrolled reintegrees and the TA packages.

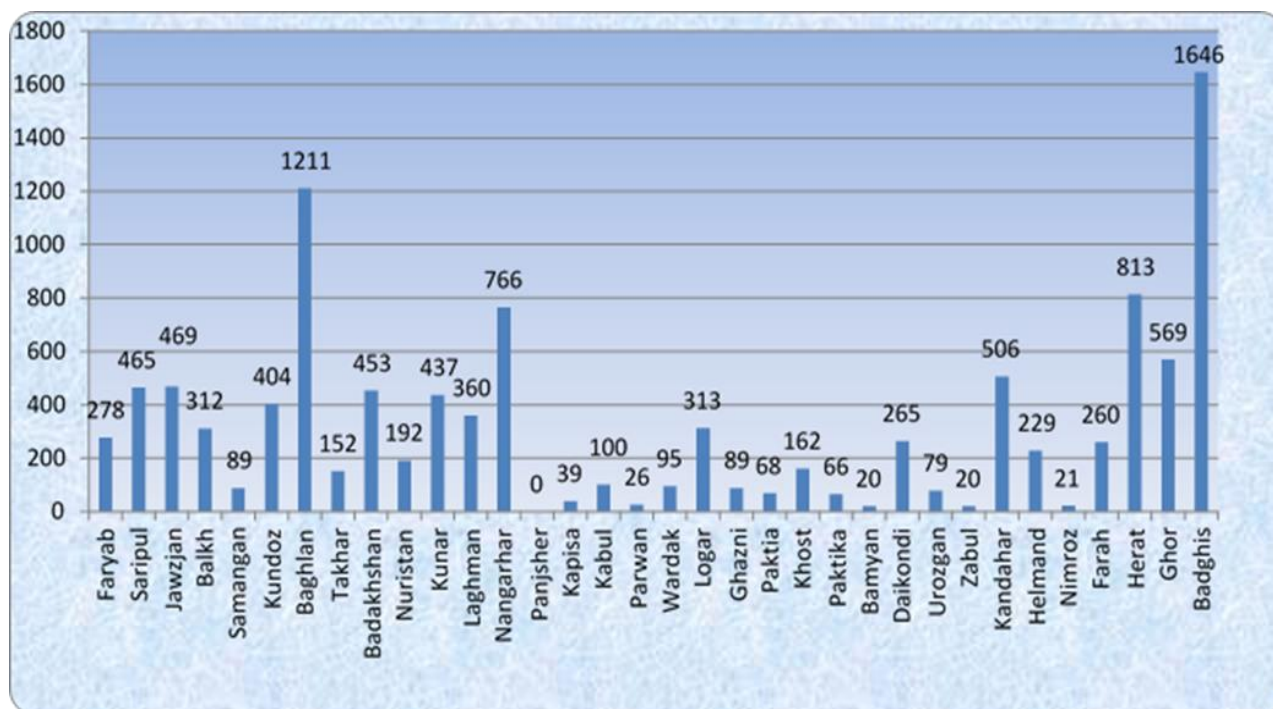
Indicator	2015	Cumulative TOTAL (Inception to December 2015)
Reintegrees biometrically enrolled	1,462	10,974
Transitional assistance packages delivered	1,496	10,858

As reported by the JS Operations Department, the following table reflects the total and quarterly status of reintegration during 2015.

Indicators	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	Total
Total Reintegrees	494	398	174	396	1,462
Total Candidates under Negotiation process	595				
Key Commanders joined	50	44	23	51	168
Total number of Transitional Assistance packages delivered	432	492	175	397	1,496

During 2015, there were several factors that affected the reintegration. One of the major factors was the announcement in July of the death of Mullah Omar, the founder of Taliban, which led to deterioration in the security situation. Furthermore, ISIS or *Daesh* has become more active in some parts of the country. Secondly, lack of leadership in HPC and JS was a critical issue affecting the pace of the Programme. However, the active role of PJSTs and PPC members kept the machinery running, which helped continue the peace dialogue and reconciliation efforts with AGEs.

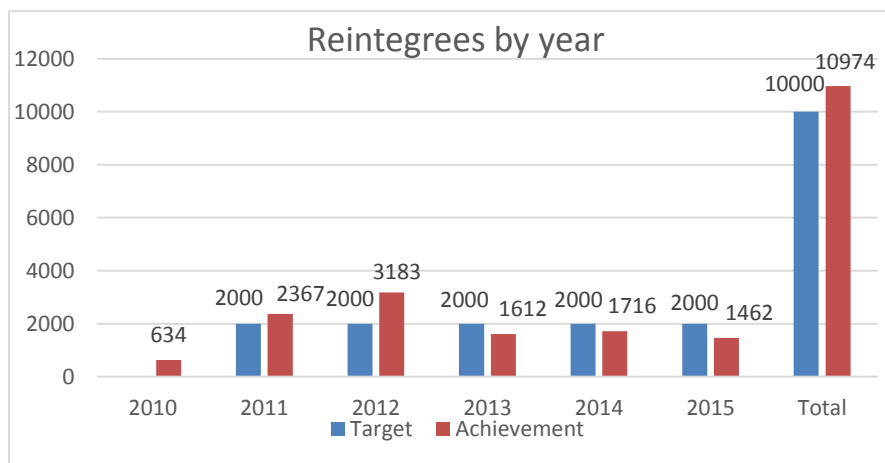
As reported by the JS Operations Department, the following graph shows the total 10,974 reintegrees since the beginning of APRP broken out by province as of 31 December 2015.



Graph-1: Reintegrees joined APRP in each province since its inception to December 2015. Source: JS Operations

### Reintegration: Achievement and Limitations

The APRP focused only on the Afghan AGEs for reconciliation and reintegration while there were a number of foreign fighters operating in Afghanistan. These foreign fighters are usually not reconcilable and they have a negative influence on the reintegration process. The reported surge in foreign fighters, including *Daesh*, has changed the political dynamic, and the insurgency has increased. Secondly, cross-border Taliban fighters are also reportedly increasing as the Pakistan Government has pushed them back to Afghanistan. Therefore, reintegration of local AGEs is highly dependent on regional higher level cooperation and negotiations to deal with the insurgency. High level political negotiations are critical to stop cross-border sanctuary for insurgents, *Daesh*, as well as domestic insurgents into the peace process.



Graph-2: Reintegrees joined APRP in different years

During the APRP implementation period, it has been reported that sanctuary for cross-border insurgency has been a critical issue. There are cases of cross-border insurgents that have joined APRP. Please find below an example of one of these cases:

### A Case Study of Cross-border Fighter:

Sayed Jalal Padshah, a former commander well known in Achin District of Nangarhar Province recently joined APRP and shared his experience as a cross-border fighter who used to be a member of the Taliban. He said “after the defeat of the Taliban regime, we migrated to the



Sayed Jalal Padshah from Achin District of Nangarhar officially joined APRP

Bara area in Pakistan. As we were new migrants to Pakistan, we had to find work to support our family. During that time there were many armed groups active in Bara, Pakistan. I joined one of those armed groups for several years. We were involved in activities that brought us financial benefits. We were receiving money from our group leader, although we were not aware of the source of this financial support. Then the Pakistan Government put pressure on armed groups to come back to Afghanistan. After coming back to Afghanistan, the Pakistan Government started supporting and encouraging us for *Jihad* in Afghanistan”. When we came back to Nangarhar Province we were active in Achin and Speen Ghar districts and engaged in providing support to smugglers. In return we received financial supports from the smugglers. “We received military weapons and ammunitions from Pakistan”. Furthermore, we had a group of kidnappers who kidnapped people for ransom and we received a lot of money from their families.

When he was asked to share his motivation to join APRP, he said “I was fighting against my country for many years. We killed many innocent people, burnt and closed many schools in support to Taliban rules. Our senior commanders used to say that after the fall of the Government of Afghanistan we would be the new leaders of our country. But years passed and we were only involved in illegal and terrorist activities. We were confused about our purpose and realized that illegal criminal acts would not bring us to the power. So, we decided to separate from Taliban; put our weapons on the ground and joined peace process”.

### Indicator 3.2: No. of weapons collected/managed by the MoD

In 2015, a total of 1,110 different types of weapons were collected from different areas. The cumulative total collection of weapons reached 8,442 since the beginning of the Programme. All these weapons were handed over to MoD for cantonment. This is a significant achievement given the fact that



A group of 53 insurgents led by Waqif Khan Joined APRP in Nangarhar Province on 01 Sept. 2015



the security situation continued to deteriorate in 2015 signaling the need for a more concerted effort by Government to end the conflict through a political settlement. Moreover, the cross border elements as well as Daesh continued to increase the already heightened security situation and posing an additional challenge for security of the reintegrees after they joined the Programme. The APRP leadership and the Government's security organs are aware of the situation and appear to work within their capacities to provide security for reintegrees.

**Indicator 3.3: Outreach activities conducted by PPCs, Peace Advocates and reintegrated former AGE commanders in support of peace and reintegration that is recorded**

The outreach activities organized by PPCs, PJSTs, Peace Advocates and reintegrated former AGE commanders, in cooperation with NDS and Provincial Governors, made a significant contribution to encouraging AGEs to join the Programme. A total of 1,005 outreach activities were conducted during this year. Please find below a Commanders Incentive Programme (CIP) success story:



**CIP Success Story: A Former Fighter Opts for Peace  
Zabul Province, June 2015**

“I loved my gun; it gave me dignity. But it was used for the wrong purpose, so I handed it over to be used for good,” says former Taliban fighter, 43-year-old Dawood Jan Nangaly.

Mulah Dawood, as he is also known, was a deputy commander leading some 60 insurgents against national and international forces in Zabul Province's Nawbahar District. But he became disillusioned with what he described as outside interference in the running of Taliban operations inside Afghanistan. Deciding that his cause was not good for the country, he handed over his gun and embraced a life of peace.

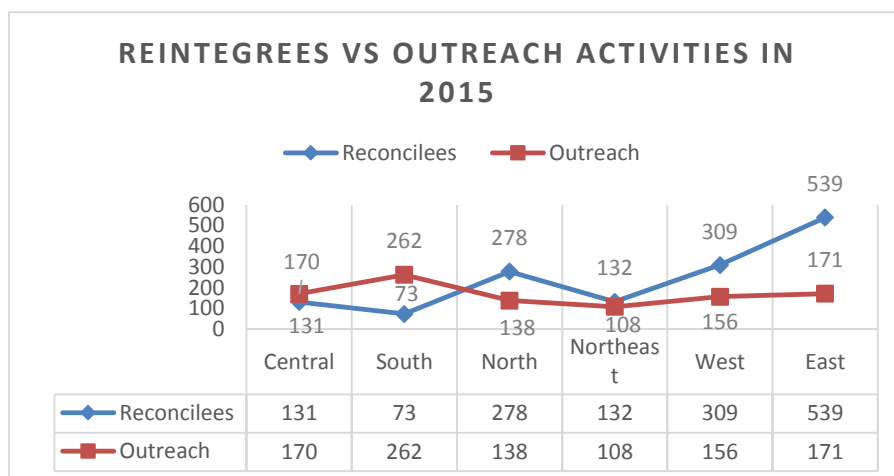
Dawood's weapon was one of 85 small arms recently collected by the Zabul Provincial Police Department and handed over to the MoD as part of the APRP supported peace building process. The weapons will now be used by the Afghan National Security Forces. “Mullah Dawood was a prominent figure among the Taliban and his integration into the peace process is a big achievement,” says Nesar Ahmad Wafa, Head of the Zabul PJST. After reintegration through APRP, Dawood was assigned as a “Peace Advocate” under APRP CIP for the Zabul PPC. Now his main task is to invite more Taliban commanders to return to civilian life. However; it is not an easy task to accomplish this goal as a peaceful member of society.

This southern province has witnessed the full horrors of insurgency. Recently, a car bomb targeted the Zabul Provincial Council building, and before that, the province was in the news headlines after 31 passengers were abducted on the Kabul-Kandahar Highway. Things are also not easy for Dawood. He remembers the good days in his village, when he used to help his father work on the family land. But he can't return home because the Taliban still has a presence there. Instead, he has

used the small amount of money provided by APRP to rent a house elsewhere in Zabul. However, Dawood is confident that things will get better. “I am sure I will be successful, because I am very familiar with my district and its people,” he says. “I can approach combatants through our community elders to encourage other fighters to join the peace process.” If this happens, they will join the 10,974 former combatants who have already been supported by APRP.

Despite the progress made since inception of programme, security has continued to deteriorate especially due to the complex fighting between ISIS, Taliban and ANSF. With this situation, outreach activities have faced difficulties to reach targeted families of the AGEs. However, in Herat Province for example, PPCs played an active role to disseminate messages on peace process and involved many tribal elders and Ulemas and former commanders to talk to AGEs about joining the peace process through APRP.

Please refer to the chart Reintegreees vs Outreach Activities to see the correlation between these two components in 2015. During 2015, it was observed that the highest number (539) of AGEs joined the Programme in East Region. There was also a significant number (171) of outreach activities conducted in East Region.



However, in case of South Region, it should be noted that there were only 73 reintegreees in a region with 262 outreach activities. There are obviously many variables involved with reintegration; however it is safe to assume that generally reintegration numbers do go up as outreach activities are increased. The case of Sayed Jalal Padshah, referred to in Indicator 3.1, was a good example. Thus, the Programme’s emphasis should continue to focus on outreach activities towards AGEs.

**Indicator 3.4: No. of activities organized by APRP provincial teams aimed at promoting women’s participation in peace process**

In 2015, a total of 416 activities were organized and conducted to increase women’s participation in peace process in 33 provinces. In total, 36,485 women participated in these activities. The highest number of activities were conducted in Central and Southeast regions totaling 130, followed by 104 in West Region, 76 in Northeast Region, 73 in North Region, and 33 in East Region. The purpose of these activities was primarily to increase the number of women participating in the peace process. Please find below examples of important events of women’s participation in the peace process:

**Women Engagement in Celebration of International Day of Peace:** The International Day of Peace was widely celebrated in Afghanistan. All the regions organized events for a week to engage women and people from all walks of life. In Herat, the event, dialogue conference on role of women in peace process was held. A high ranking delegation of HPC and JS, UN Women and APRP-

UNDP Support Project staff participated in the event with more than 400 local women from all districts. In addition, the Herat PJST held workshops for youth heads of peace councils, which were established in 10 schools in Enjil District.

In Bamyan Province, four events were conducted and the Afghan Women Network, UNAMA, UN Women and Downtrodden Theater arranged the gatherings to promote women's participation in peace process. In Nangarhar, despite the serious deterioration of security situation, significant number of women took part in celebration of international peace week. They designed special events and enthusiastically celebrated the peace week. The Paktia PPC organized the peace events to raise voice of women for peace advocacy. Women from the Province, other districts and provincial institutions, participated and discussed the recent activities of women. In Farah Province, 50 women from different parts of the province gathered to celebrate the international peace day event. The participants were Farah Women Affairs Department, civil society, and school teachers. In Kandahar Province during the peace week, some gender awareness raising events were organized at schools that were attended by PPC and PJST Heads, and approximately 100 female students and teachers on the topic of "importance of women's role in the peace process".



The Kandahar PPC Head explained the role of students and women in promoting peace in Afghanistan during his speech to female students and teachers at the Kandahar Institute of Modern Studies on 15<sup>th</sup> September 2015

### **Indicator 3.5: Number of tools developed to ensure Small Grant Projects (SGPs) support local peace initiatives and change strategic direction of APRP**

In 2015, 18 SGPs started in 2014 were complete while no new projects were approved in 2015 due to financial limitations. Based on the lessons learned, some new strategies and instructions of SGPs were developed in order to utilize projects as effective political tools to help reconcile the communities and accelerate the reintegration process in support of the national level programme.

Lack of Afghan Government senior leadership engagement with APRP led to a very limited budget in 2015, which resulted in no new funding for SGPs. Reportedly, many of the reintegrees were disappointed that they did not receive SGP support, which would have been beneficial both to the reintegrees and their communities. However, due to the limited APRP financial resources, only the six month TA packages were provided to reintegrees, which did not fulfill their expectation from the Programme. Please find below detailed information on SGPs in a table covering, status, locations and beneficiaries:

Small Grants Projects	2015	Cumulative Total as of December 2015 Since Inception	Remarks
Total number of SGP projects being implemented	26	161	161 SGPs are approved since inception and 151 are completed while 7 were suspended, and 3 are cancelled for security reasons.
Number of projects completed	18	151	
Number of provinces where SGPs are being implemented	11	24	
Number of Districts where SGPs are being implemented	18	105	18 projects are implemented in 18 districts.
Number of Reintegreees directly participated in SGP project implementation	195	2,635	
Number of community members benefited from SGPs	13,681	191,999	



SGP project for retaining wall in Gulchin village of Qadis district, Badghis Province under construction and completed later in 2015.

**Indicator 3.6: No of different kinds of groups participating in peace dialogue or advocacy initiatives, by regions**

The APRP PPCs and PJSTs organized various peacebuilding events including seminars, Ulema conferences, awareness sessions and other public gatherings throughout Afghanistan for advocacy on peace and awareness of Programme’s components such as the CIP Peace Advocates, and reintegration procedures. The APRP PPCs and PJSTs successfully engaged religious scholars and Ulemas, Imams of mosques, tribal elders, influential personnel, government officials, CSOs, women organizations, and students. They participated in peace dialogue and disseminated peace message to the general public. Participation of such groups was enormous during the Peace Week celebration, which was a countrywide movement appealing for peace. During celebration of peace week, schools, universities, media, religious leaders, women groups, CSOs, tribal elders, and

government officials were actively involved in organizing events and spreading peace messages. The community was informed through these activities of benefits of peace, its importance and initiatives on how to create a peaceful society. Other than Peace Week, there were activities conducted with different groups in relation to promote peace and advocate for bringing stability in Afghanistan.

The APRP PPCs and PJSTs worked effectively with media to disseminate peace messages to civil societies. The peace messages were designed to reach people in urban and more remote villages. Former AGE commanders with the CIP were also actively involved and coordinated with PJSTs, and religious scholars to raise awareness on APRP. Peace messages were distributed through HPC journal newsletters in the meetings and events. Significant public information activities were planned, coordinated, and held with PGs, line departments, civil societies, local media, universities and schools.



PJST Head preached for peace in his speech to the Civil Society gathering in Helmand Province on 3<sup>rd</sup> August 2015

Islamic Ulema conferences, youth gatherings, and international peace day celebration events were held in different government institutions, universities, and schools including girls' high schools where they commemorated former HPC Chairman Professor Burhanuddin Rabbani and distributed the Islamic Ulemas' Conference Declaration. The current fighting and the harm it caused were discussed from the Islamic perspective. There was also an emphasis on the importance of the role of women in the peace process. During the *Eid* prayers and *Jumma* prayers (Friday prayers), the mosques' *imams* (religious scholars who conduct prayer) protested against ongoing bloodshed and referred to the verses of the holy Quran and Hadith and explained why these insurgent activities are against Islamic values and philosophy. The message of peace and national unity was also continuously passed through during Friday prayers in many mosques.

### **BUDGET AND EXPENSES FOR THE YEAR FOR OUT PUT 3**

During 2015, a total USD 6,081,669 was spent for Output 3. Please see **Annex 2** for the details of the full year budget and expenses.

**Table 3: Output-3 (Subnational structures of APRP effectively deliver key components at the local level)**

APRP Indicators	2015 Annual Targets & Baseline	Actual Status	Comments
3.1: No of reconciled AGEs biometrically enrolled and TA distributed	<p><b>Target:</b> 2,000 new AGEs biometrically enrolled and 2,000 TA packages distributed</p> <p><b>Baseline:</b> 1716 former AGEs reintegrated into APRP; 1694 TA packages distributed in 2014</p>	1462 AGEs were biometrically enrolled and 1496 TA packages were distributed to them	<p>Partially achieved</p> <ul style="list-style-type: none"> <li>• Security constraints</li> <li>• Lack of coordination in some provinces</li> </ul>
3.2: No of outreach activities conducted by PPCs in support of peace and reintegration that is recorded	<p><b>Target:</b> 100 outreach activities conducted by PPCs in support of peace and reintegration that is recorded</p> <p><b>Baseline:</b> Current tracking system does not adequately capture this information</p>	JS reported that a total of 1005 outreach activities have been conducted by Peace Advocates, reintegrated AGE commanders, and PJST with strong engagement during peace week.	Fully achieved
3.3: No. of activities organized by APRP provincial teams aimed at promoting women's participation in peace process	<p><b>Target:</b> 20 activities organized by APRP provincial teams aimed at promoting women's participation in peace process</p> <p><b>Baseline:</b> 10 activities organized by APRP provincial teams aimed at promoting women's participation in peace process</p>	A total of 593 activities are done in 33 provinces with an aim to engage women in peace process. PPC female members, women network and other civil society groups came under one umbrella in this process.	Fully achieved
3.4: No. of tools developed to ensure SGPs support local peace initiatives and	<p><b>Target:</b> Four tools developed and disseminated to encourage linking SGPs to local peace initiatives</p>	Due to budget constraints no new SGP was approved in 2015 though some new projects were developed and finalized. However, SGP guideline	Partially achieved

APRP Indicators	2015 Annual Targets & Baseline	Actual Status	Comments
changing strategic direction of APRP	<b>Baseline:</b> Current SGP tools focus on community infrastructure projects	has been developed.	
3.5: No. of different kinds of groups participating in peace dialogue or advocacy initiatives, by region.	<p><b>Target:</b> At least 6 different kinds of groups (Youth, women, peace, disabled, media, Ulema groups, etc.) participate in peace dialogue or advocacy initiative per region</p> <p><b>Baseline:</b> Countrywide baseline data has been collected, but not separated by region</p>	Each region engaged different kinds of groups for advocating peace and stability in the country. It is reported that people from all walks of life participated in different events to promote peace, and conducted peace dialogue. The participants included religious leaders/Ulema, tribal elders, government officials, community leaders, local elite, women, student, media personnel, social workers, volunteers, and so on.	Fully achieved

### III. GENDER SPECIFIC RESULTS

As a result of the advocacy and networking efforts of the HPC women's committee and the JS Gender Unit, the visibility and inclusion of women in peacebuilding initiatives increased for the year 2015. HPC female members presented the recommendations to President of Afghanistan HE Mohammad Ashraf Ghani on initiatives to secure peace in Afghanistan.

In order to ensure an inclusive peace process, a HPC Women Advisory Board was formed with HPC women representatives and nine women from various departments of Afghan Government. The Advisory Board members would closely coordinate their participation in all peace talks and in providing recommendations on peace process initiatives. In this regards, the leadership of HPC/JS, further engaged women by supporting the idea of women participation in any potential peace talks should be at least 30% of the representation. Further, a bigger platform to engage women leaders from PPCs, PJSTs, DoWAs and women networks coordinated and initiated a countrywide campaign as APRP outreach and advocacy to disseminate peace message and reach out to women at all levels.

More broadly, since National Action Plan (NAP) for UN Security Council Resolution 1325 was endorsed in June 2015 by the Afghan Government, the APRP created a NAP 1325 implementation plan under the APRP framework with HPC and PPC women, as well as JS Gender Unit and UNDP Support project. The APRP NAP 1325 implementation plan with detailed activities in collaboration with UNDP GEP was developed and finalized in November 2015. The feasible ideas to collaborate at the national and subnational levels were exchanged and the committee of this implementation plan was formed. As per the interest of a donor, a detailed implementation plan and budget was delivered to support this initiative. The first regional and national advocacy conferences are being planned for 2016.

On 22 May 2015, an MOU was signed between HPC Gender and UN-Women to strengthen the capacity of HPC female and male members especially female in mediation, conflict resolution and peacebuilding. Under this agreement, HPC women member's participated in an exposure visit to the Philippines, which was arranged by the UN-women, in collaboration of HPC, from 25 July to 01 August 2015. The aim of the visit was to learn from the actual examples, which women have participated in peacebuilding in Philippines. In addition to the HPC and PPC women members, members of the civil society were also among the participants.

As a part of this MOU with UN-Women, on International Peace Day 21<sup>st</sup> September, a national gender event with HPC women was organized in Herat in collaboration with UN Women. Herat PPC and PJST mobilized more than 400 women from all districts and influential leaders from local government, religious organizations, CSOs and local media. A high ranking delegation of HPC women, JS leadership, UN Women, APRP-UNDP Support Project staff, and some PPC women from other provinces participated in this conference on role of women in peace process. These influential leaders, including regional religious leaders and women leaders, mentioned the importance of active meaningful women participation in peace process and conflict resolution.





During the international peace week, gender awareness raising events were organized with youth and women to discuss the role of women in peace process in various provinces. Major gender and peace events in provinces are mentioned in sections Output 3, indicator 3.4.

At the provincial and regional levels, APRP-UNDP Support Project Regional Program Coordinators (RPCs) and GEP RPCs collaborated with the Department of Women Affairs (DoWAs), PPCs, PJSTs, and other relevant actors. Since last quarter,

they coordinated the activities for nationwide N-Peace nominations for 2015 in their respective regions to reach out to female peace activists as well as some male peace activists. The UNDP Regional Office in Bangkok led the procedures and verified the nominees for the final selection of awardees for the three categories. Twenty three (twenty women and three men) dedicated APRP team members were nominated for their work at the provinces and national levels. Please see the following table for more details on different categories of award and nominees:

Category	Award Title	Total Number of Nominees	Number of Nominated APRP team members
1	Untold Stories – Women Transforming Their communities	26	16 PPC women
2	Campaigning for Action – Women and Men Mobilizing for Peace	14	2 HPC women, 1 PPC woman and 3 PJST men
3	The Peace Generation – Young Women and Men Building Peace	6	1 PPC woman

The outcome of the N-PEACE nomination resulted in four Afghans (two men and two women) receiving the N-Peace awards for the year 2015, which was concluded at the beginning of September 2015. One of awardees was a very dedicated Herat PPC woman member who had been actively engaging the communities and women in peacebuilding efforts.

More details are available in the link: <http://n-peace.net/n-peace-awards/winners-2015>.

#### IV. PARTNERSHIPS

Due to the diverse nature of APRP, good coordination with both national and international partner organizations is essential to increasing results and having a bigger impact in this complex and challenging environment. In order to accelerate the approval and support of various donors for the Afghan Government's future plan for APRP, the APRP-UNDP Support Project and JS leadership engaged with embassies and donor representatives in order to plan and prepare for the future of APRP. Formal and informal meetings were held to inform the current status and issues and to gain political support from donors as well as the government leadership on the future of APRP.

At national level, HPC/JS leadership proactively engaged the security ministries (MoD, NDS, and MoI) and Provincial Governors on how to improve local reintegration process and delivery of the Programme's components. They improved procedures and resolved some outstanding issues regarding verification, vetting, biometrics, demobilization, weapon management, TA distribution and reintegration.

HPC/JS leadership also discussed with national media representatives on how to build up a partnership programme to improve APRP outreach. Several meetings and follow ups were organized with civil society groups and representatives to partner on matters related to peace outreach and local confidence building. At the higher level, JS held a joint event with the spokespersons of the President's office, Ministry of Foreign Affairs (MFA) and MoI on how to unify peace messages. HPC leadership also participated in a Parliamentary session and provided insights to the MPs on the peace process and to garner their support and build a national consensus.

The APRP-UNDP Support Project continued to work with the GEP on a joint effort on women's empowerment and peace building initiatives. In June 2015, the National Action Plan (NAP) on UNSCR 1325 (women, peace, and security) was endorsed by the Government. At the provincial and regional levels, APRP-UNDP Support Project RPCs and UNDP GEP RPCs collaborated with the DoWAs, PPCs, PJSTs, and other relevant actors to hold gender related events and promote women participation in peace process. As a result of the collaboration, four Afghan peace activists (two men and two women) were selected and received the N-Peace Awards<sup>2</sup>.

The JS/HPC continued to strengthen partnerships with civil society organizations. At the provincial and regional levels, partnership activities between PPCs/PJSTs, Government departments and CSOs (e.g. Afghan Peoples Unity, Empowerment Center for Women, and Lincoln Learning Center for Youth etc.) took place. The activities varied in their focus from planning, coordinating activities to implementing events. During the Peace Week, APRP PPCs/PJSTs coordinated with key partners in the provinces. Numerous peace events were organized in collaboration with various types of groups, CSOs, organizations, influential leaders, and local media throughout the provinces. Most of the events were coordinated with peace messages that resulted in raising awareness of the peace process and APRP. These activities included peace forums, interactive meetings, peace events, speeches at mosques and the broadcasting of peace programmes through radio and TV shows in order to reach many members of Afghan society.

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<sup>2</sup> One PPC woman in Herat also received the N-Peace Award this year. APRP continues to engage with relevant key partners both national and international to further plan and implement NAP1325.

## V. ISSUES

- **APRP Leadership Vacuum**

The appointment of new leadership for APRP has been a critical pending issue for many months. The President has still not issued a decision on the appointment of the new HPC leadership and membership. President Ghani appointed CEO Minister Stanekzai to be Minister of Defense and HPC Chairman Salahuddin Rabbani to be Minister of Foreign Affairs. Their departure from APRP created a serious senior leadership vacuum at a critical time when the Afghan Government was trying to engage the Taliban in peace negotiations. Without the decision or clarity on senior APRP leadership, it may pose challenges to the Afghan Government be fully prepared with a structure and mechanisms to support the peace process. It has also impacted on the APRP management of the programme at the national and provincial levels due to the lack of direction, guidelines and timely decision making.

- **Need for an Updated APRP National Programme Document**

The current APRP National Programme Document needs to be updated and signed off on by the Afghan Government's senior leadership. A draft revised National Programme Document has been prepared at the technical level for the three years (2016 to 2018) and submitted by the JS to the senior Government leadership. However it appeared that it has not fully engaged by the senior leadership. Once the strategy for peace is finalized, it would pave way for the future engagement of the programme towards supporting peace efforts for Afghanistan.

- **Security Situation**

The security situation continues to deteriorate especially in the northeast regions of the country. These events have seriously diminished prospects for peace talks in the foreseeable future. In many places the AGEs have reorganized and gained more ground. Insurgent activities and attacks have increased. Recent attacks in Kabul and in different provinces and districts are being reported almost every day. In addition, the security situation has been further complicated with the inroads made by Da'esh (ISIS). There are reports from all regions that ISIS has implemented a well-funded recruitment programme for insurgents and that it is gaining ground in many areas.

- **Lack of Good Security for Reintegrees and APRP staff and members**

As mentioned in previous reports, the security of reintegrees and the PPCs and PJSTs members, peace advocates and Ulemma has been reported as a challenge to the peace process. Thus far, the number of reintegrees, the member of PPCs and the PJSTs assassinated by the Anti-Government Elements (AGEs) have risen over the last one year period. Such incidents create fear among the PPCs/PJSTs members and reintegrees. This further exhibits the inability of GIRoA in providing protection to the reintegrees or to those who work for the peace process. APRP continues to engage with ANSF at all levels to improve situation for the APRP beneficiaries and citizens as a whole. JS reports that 184 reintegrees and 40 APRP staff and members have been killed, including former HPC Chairman Burhanuddin Rabbani.

- **Lack of Funds for Small Grants Projects (SGP) in Peacebuilding**

The SGPs have made important contributions to peacebuilding by engaging reintegrees in development projects and creating job opportunity/livelihoods for the community as a whole. However, the limited funding in 2015 for SGPs has had a negative impact on the programme.

Reintegreees are waiting for PJSTs to allocate fund for SGPs and are losing face to their followers and the community as they have failed to bring new projects. Consequently, it has negatively affected the image of APRP.

## **VI. RISKS**

- Although there is interest from some donors to continue supporting Afghan-owned and Afghan-led peace process, APRP funding after 2015 is not assured, which may put at risk the continuation of Programme's support for the peace and reconciliation process. Long term funding support is critical to maintain the Afghan Government's infrastructure to support the peace process and reintegrate former combatants.
- As the security situation has deteriorated throughout the country, the APRP-UNDP Support Project staff monitoring of APRP has been limited. Poor road security, difficult climate conditions and lack of transportation means have severely limited field missions by road. Therefore, ensuring quality of delivery of the sub national programme may become increasingly more difficult, which may affect the overall credibility of the Programme.

## **VII. LESSONS LEARNED**

- The importance of continued APRP-UNDP Support Project engagement with key actors including the Afghan Government, International Community, JS, HPC and civil society in order to increase understanding about the challenges ahead, the need for increased coordination, and the steps needed to make progress with the peace process.
- Maintaining the long term focus of all parties on the Afghan Government's number one priority of ending the violent conflict through political dialogue despite the challenges.
- The successful implementation of a reintegration programme is very dependent on the parties to the conflict first negotiating a cease fire and/or peace agreement.

## **VIII. FUTURE PLANS**

The APRP is expected to build on the informal peace talks with the Taliban in 2016 by continuing to support the Government's efforts for reaching out to the Taliban to begin formal negotiations with the assistance of its regional and other international partners. The HPC and PPCs should continue their focus on reconciliation efforts and support for negotiations in order to reach a political settlement to put an end to violence and promote national unity in the country. The vision is to achieve a just and durable peace by reaching a political solution to the conflict, promoting dialogue and taking necessary measures to reintegrate armed opposition groups back into society. APRP remains the Government's leading institution to support and facilitate the negotiation process, which will hopefully soon lead formal peace talks in Afghanistan.

The National Unity Government is expected to introduce some reforms in the HPC as well as finalize the appointment process of its leadership in the near future. This will no doubt revitalize the peace process and strengthen the peace efforts. The President is expected to make appointments of JS CEO, HPC leadership and membership, which should further strengthen the peace process by providing dedicated Afghan Government leadership for the process. The HPC should continue to play an important role in facilitating the peace and reconciliation efforts in the country. The JS should continue to provide the technical and financial support for the HPC and for implementation and coordination of the peace efforts. The new APRP leadership is expected to lead an effort to improve the effectiveness of the Programme by continuing the focus on its core functions of being the Afghan Government's sole peace process infrastructure.

The Afghan Government should continue its efforts to mobilize political and financial support for the peace process from regional countries and other members of the international community. The HPC is expected to continue playing an important role in helping mobilize this support. The international community should reaffirm its long term commitment to supporting an Afghan led peace and reconciliation process by continuing support for the APRP.

## IX. ANNEXES

### A. ANNEX 1: Provisional Financial Report

*As of 31 December 2015*

Donor Name	COMMITMENT/ PAST YEARS RECORD				CURRENT YEAR					FUTURE EXPENSES		BALANCE
	Commitment (a)	Revenue Collected 31/12/2014 (b)	Expenses 31/12/2014 (c)	Ipsas Adjustment (d)	Opening Balance e=(b - c-d)	Contribution Revenue (f)	Other Revenue (g)	Expenses 1 January – 31 December 2015 (h)	Closing Balance i=(e+f+g-h)	Commitments (Unliquidated Obligations) (j)	Undepreciated of fixed Assets and Inventory (k)	Available Resources N=(i - j-k)
Denmark	7,961,741.26	7,961,741.46	7,961,740.99	-	0.47	-	-	-	0.47	-	-	0.47
Germany	39,535,469.00	39,535,469.00	36,169,850.43	11,452.60	3,354,165.97	-	-	3,346,640.14	7,525.83	10,268.69	(2,743.03)	0.17
Italy	5,683,656.00	5,683,656.00	5,090,416.65	-	593,239.35	-	-	491,669.88	101,569.47	-	-	101,569.47
Japan	52,055,941.00	52,065,278.20	52,065,278.20	-	-	-	(9,337.49)	(9,337.49)	-	-	-	-
Japan Supplementary	15,000,000.00	15,000,000.00	11,227,960.15	(117,264.75)	3,889,304.60	-	-	3,886,561.69	2,742.91	-	2,743.00	(0.09)
Netherlands	2,500,000.00	2,500,000.00	2,499,999.67	-	0.33	-	-	-	0.33	-	-	0.33
Republic of Korea	9,000,000.00	1,000,000.00	999,999.89	-	0.11	3,000,000.00	-	-	3,000,000.11	-	-	3,000,000.11
Spain	6,666,667.10	6,666,667.10	2,907,700.60	-	3,758,966.50	-	-	2,007,662.79	1,751,303.71	-	-	1,751,303.71
United States	5,000,000.00	-	-	-	-	5,000,000.00	-	1,942,697.15	3,057,302.85	9,593.12	34,649.22	3,013,060.51
UNDP	1,363,011.00	1,363,011.00	1,268,505.50	-	-	-	-	-	94,505.50	-	-	94,505.50
<b>Grand Total</b>	<b>144,766,485.36</b>	<b>131,775,822.76</b>	<b>120,191,452.08</b>	<b>(105,812.15)</b>	<b>11,595,677.33</b>	<b>8,000,000.00</b>	<b>(9,337.49)</b>	<b>11,665,894.16</b>	<b>8,014,951.18</b>	<b>19,861.81</b>	<b>34,649.19</b>	<b>7,960,440.18</b>

Notes:

i) Income received in currency other than USD is approximated to USD based on UN Operational Rate of Exchange applied.

ii) Data contained in this report is an extract of UNDP financial records. The accounting period for the report is an open period and data from same accounting period may be processed after this report is generated. As a result the financial data provided above is not complete, it is provisional.

iii) UNDP Interest income reported above is the accrued interest income from the donor funding from 2011 to 2013 (Denmark=\$89,640, Italy= \$233,702 and Republic of Korea= \$821). The remaining amount \$1,038,848 is from the Japan regular fund cost sharing agreement.

## B. ANNEX 2: EXPENSES BY OUTPUTS

*As of 31 December 2015*

Project Output ID and Description	2015 Budget (AWP)	Expenses (1 January – 30 September 2015)	Expenses (1 October – 31 December 2015)	Expenses (1 January – 31 December 2015)	Delivery Rate
Output 1 (ID 00079526): All three window of Peace and Reintegration are effectively managed and monitored	226,800.00	184,181.63	68,131.23	252,312.86	111.2%
<b>Sub-total Output 1</b>	226,800.00	184,181.63	68,131.23	252,312.86	111.2%
Output 2 (ID 00079480): APRP central structures effectively deliver planning, monitoring, implementation coordination, outreach and reporting on key components of APRP	2,088,480.00	785,350.74	573,579.19	1,358,929.93	65.1%
<b>Sub-total Output 2</b>	2,088,480.00	785,350.74	573,579.19	1,358,929.93	65.1%
Output 3 (ID 00076674): Subnational structures of APRP effectively deliver key components at the local level	-	-	(9,337.48)	(9,337.48)	0%
Output 3 (ID 00079527): Subnational structures of APRP effectively deliver key components at the local level	8,834,041.00	3,955,513.92	2,135,492.77	6,091,006.69	68.9%
<b>Sub-total Output 3</b>	8,834,041.00	3,955,513.92	2,126,155.29	6,081,669.21	68.8%
Output 5 (ID 00079529): Effective management of APRP delivery ensured through UNDP technical and operational support	3,898,801.00	3,006,189.70	966,792.44	3,972,982.14	101.9%
<b>Sub-total Output 5</b>	3,898,801.00	3,006,189.70	966,792.44	3,972,982.14	101.9%
<b>Grand Total</b>	<b>15,048,122.00</b>	<b>7,931,235.99</b>	<b>3,734,658.15</b>	<b>11,665,894.14</b>	<b>77.5%</b>

Note: The expenses from the 2015 fourth quarter are revised downwards as per the updated financial information in the system.

C. ANNEX 3: ISSUE LOG for 2015

ID	Type	Date Identified	Description	Status/ Priority	Status Change Date	Author
1.	Programmatic	March 2015	The recent security situation has been a concern for GIROA and all development partners to address new issues as the group like Da'esh in some provinces in the north and south-west and west is emerging. Provinces that were previously reported as peaceful appear now to be more unstable. Insurgent individuals and groups who were in negotiation expressed more concern about their personal security in unstable areas. Therefore, APRP and its Government partners need to be more focused on addressing the security concerns of reintegrees.	With assistance and support from the security ministries, civil society and other stakeholders, JS and the APRP-UNDP Support Project will closely monitor the situation. The relocation programme for the senior commanders continues to expand. However, due to the budget constraints during the reporting period, no senior commanders were relocated to safer areas like provincial capitals.	High March 2015	Project Manager
2.	Programmatic	December 2014	The APRP LM Community Recovery Programme officially ended 31 December 2014. The proposed budget for SGPs in 2015 was increased in order to continue support for reintegrees in the absence of LM projects. However, final approval of the SGP budget is dependent upon available financial resources in 2015. As of June 2015, limited funding in 2015 for SGPs has delayed planning for new projects.	HPC/JS and the APRP-UNDP Support Project have prioritized fund raising to in order continue support for SGPs and the overall programme. Communication with donor representatives has been strengthened. PJSTs have been waiting for JS approval of budget allocation for new SGPs.	High September 2015	Project Manager
3.	Programmatic	April 2014	Reports indicate that the security situation is deteriorating in some provinces that were previously peaceful. The deterioration of the security situation will have a serious impact on the security of reintegrees and APRP work in general.	APRP continues to collaborate with security agencies in the reintegration efforts and critical process of vetting. The idea is to advance the reconciliation efforts and negotiations at the high level in order to reduce the levels of violent conflict.	High December 2015	Project Manager
4.	Programmatic	June 2014	The Presidential election disputes continue to have an effect on APRP planning for the next year and resource mobilization. Funding commitment from donors requires APRP's future role to be clarified. <u>YEAR END UPDATE:</u> The National Unity Government has expressed support for APRP.	In March 2015, the President approved a new HPC Structure and was supposed to make appointments of HPC leadership and membership. As of December 2015, the President has not yet issued a decision on the appointing the new HPC leadership and	High June 2015	Project Manager



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			However, specific instructions from the President regarding the leadership and structure of the HPC have not yet been announced. Some donors are reluctant to make new commitments of funding for APRP until there is more clarity on APRP's future.	membership. The APRP CEO was appointed as Minister of Defense and HPC Chairman was appointed Minister of Foreign Affairs, this has created a senior leadership vacuum at a critical time.		
5.	Strategic	March 2015	Lack of a clear statement from the President that he intends to use APRP HPC/JS to achieve his highest priorities of peace and reconciliation. This has negatively affected resource mobilization for APRP in 2015 and beyond from donors.	The APRP's future role and funding is dependent on decisions by Government senior leadership. Other options should be developed that could support the peace process in case APRP is no longer utilized by the Government.	High December 2015	Project Manager
6.	Strategic	June 2015	The current APRP National Programme Document needs to be updated and signed off on by the Afghan Government senior leadership to be in line with the current project situation and priorities.	A draft revised National Programme Document was prepared at the technical level and submitted to the senior leadership. However, the Document has apparently not been fully engaged by the leadership.	High June 2015	Project Manager
7.	Strategic	June 2015	APRP is completing its first phase at the end of July 2015.	Although the Programme and Project were extended to December 2015 and later to March 2016, there is no clear indication of a further extension or a follow on programme. Donors have taken a wait and see approach pending Government's decisions addressing APRP's future.	High December 2015	Project Manager

D. ANNEX 4: RISK LOG for 2015

#	Description	Date Identified	Type	Impact & Probability	Counter measures/ Management response	Owner	Submitted by	Status
1	Uncertainty about the outcome of the current peace efforts create concerns about the very reason for APRP's existence	January 2015	Strategic	While peace remains the priority of the National Unity Government, it has not yet announced concrete steps and measures to be taken and there is still uncertainty about the prospects of reaching a peace settlement. This has caused concerns regarding the effectiveness of APRP. Probability: High	While APRP's future is subject to the Government's decisions and priorities, other options should be developed that could support the peace process. There should be increased focus on institutional support for high level negotiations and reconciliation.	Project Manager and Government	Project Manager	Ongoing
2	Resource Mobilization for 2015	January 2015	Strategic	Crucial work on resource mobilization for 2015 is strongly affected by the uncertainty regarding the implementation of a peace process and the future of APRP. The delay in decision making on APRP by the Afghan Government could result in no new funding commitments. Probability: High	Since the National Unity Government has not yet clarified its policy and plans for peace, a complete plan for the year and beyond 2015 will be unlikely in the immediate future. The best option is for the JS leadership to continue direct discussions with donor representatives at the technical level on support for APRP.	Project Manager and Government	Project Manager	Ongoing  The budget plan for the full year 2015 was approved in September.
3	Provincial Capacity Constraints: The capacity, competency and level of activity of the PPCs and PJSTs vary from province to province.	January 2015	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 Programme in its effective delivery. Probability: High	More direction from HPC and JS is required in order to fully support provincial activities. Better coordination between the PPCs and the PGs as well as other relevant security institutions is crucial to promoting successful reintegration and the overall role of the Programme.	Deputy CEO	Joint Secretariat	Capacity Development initiatives on-going and has improved significantly

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4	The shift in the Government's focus from reintegration to reconciliation, while seeing reintegration an inevitable outcome of the reconciliation.	January 2015	Strategic	The National Unity Government views reconciliation and peace talks as the best way to end the conflict. In 2015, reconciliation was given more priority. The key concern is the lack of progress in the Government's efforts for launching peace talks may adversely affect funding for the sub-national components such as reintegration.	The JS and APRP-UNDP Support Project must maintain continue to focus and prioritize support for the sub-national programme while higher level reconciliation and negotiations are ongoing. In addition, awareness of the sub-national programme should be regularly raised with the donor representatives.	Project Manager and Government	Project Manager	Ongoing
5	Lengthy Process to Initiate Independent Monitoring	March 2014	Operational	Lengthy process has delayed the selection of local partner which has not been identified yet. A delay in this process reduces the period for monitoring as well as opportunities for using data gathered to improve programme activities.  Probability: High	In order to speed up the process, the Team Leader has developed the monitoring methodology and conducted market research of local partners for capacity  In order speed up the process, the Team Leader has developed the monitoring methodology; conducted market research of local partners with the capacity to conduct field work; drafted the Terms of Reference for the research organization.	Project Manager	Project Manager	Completed in 2014 and report available in Q1 2015
6	Need to Release Some PWC Workers	March 2014	Programme	Releasing of workers needs to be managed so that any potential conflicts can be avoided as much as possible.  Probability: High	In order to make the process as inclusive and fair as possible, a joint evaluation committee consisting of PWC coordinator, PJST, Provincial Governor's office and Department of Public Works will be established to carry out performance evaluation based on which decisions will be made.	Project Manager	Project Manager	Completed as part of phasing out of LMs in December 2014
7	Deterioration of security situation	March 2015	Strategic	Deterioration of security situation limits project monitoring and field missions	In order to monitor the projects in the provinces and districts, remote monitoring mechanism	Project Manager and Government	Project Manager	Ongoing

				by road. This affects the quality delivery of sub national programme and may affect the overall credibility of peace process.  Probability: High	and strategies should be developed by JS and Project M&E teams.			
8	Inter-ministerial coordination	March 2015	Programme	Inter-ministerial coordination needs to be improved for efficient and appropriate vetting process, TA distribution and weapon management. The delay and inappropriate management may dismay the reconcilees.  Probability: High	In order to facilitate better coordination in the provinces, more effective mechanism should be considered at the central level with JS Operation Unit especially for dealing with security issues to send biometric teams to remote and inaccessible areas.	Project Manager and government	Project Manager	Ongoing

E. ANNEX 5: PICTURES OF DIFFERENT EVENTS



HPC/JS and Security Ministry had coordination meeting for better support to APRP from all concerns.



JS Operations organized workshops on updated policy and procedure for PJST in August 2015



Nangarhar Governor Salim Khan Kunduzi, Chief of Police Gen. Shirzad and Head of PPC Malik Nazir in a press conference on the occasion of joining 53 fighters in the peace process on 01 Sep. 2015.



A group of 53 insurgents led by Waqif Khan joined APRP in Nangarhar province on 01 Sep. 2015



Reintegration Ceremony in Herat, January 2015



Reintegration Ceremony in Jawzjan, April 2015