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Support Afghanistan Livelihoods and Mobility (SALAM)

2017 ANNUAL PROJECT PROGRESS REPORT



DONORS



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PROJECT INFORMATION

Project ID:	00094515
Duration:	2017-2021
Strategic Plan Component:	Outcome 6: Early recovery and rapid return to sustainable human development pathways are achieved in post-conflict and post-disaster settings
CPD Outcome:	Outcome 3: Economic growth is accelerated to reduce vulnerabilities and poverty, strengthen the resilience of the licit economy in its multiple dimension
Contributing to NPP:	Legal and Institutional Frameworks to Manage Migration Flows Is Established
Total Project Budget:	US\$120,000,000
Funded:	US\$ 4,877,070.06 (including \$100,000 UNDP Core Fund)
Annual Budget 2017:	US\$ 1,028,931
Un-Funded Amount:	US\$115,122,929.94
Implementing Partner:	Ministry of Labour, Social Affairs, Martyrs & Disabled (MoLSAMD)
Responsible Agency:	MoLSAMD
Project Manager:	Mohammad Kazim Elham
Chief Technical Advisor:	Paul Partner
Programme Unit Head:	Laura Rio

COVER PAGE: Life on the streets of Jalalabad city in the eastern province of Nangarhar, where UNDP supports projects covering livelihoods, governance, rule of law, gender, the environment and health. © UNDP Afghanistan / Omer Sadaat

ACRONYMS

ANPDF	Afghanistan National Peace and Development Framework
DiREC	Displacement and Return Executive Committee
DoLSAMD	Directorate of Labour, Social Affairs, Martyrs and Disabled
GoIRA	Government of Islamic Republic of Afghanistan
IDPs	Internal Displaced Persons
ILO	International Labour Organization
MoLSAMD	Ministry of Labour, Social Affairs, Martyrs and Disabled
NTA	National Technical Assistance
SALAM	Support Afghanistan Livelihoods and Mobility
SDGs	Sustainable Development Goals
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees

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I. EXECUTIVE SUMMARY

Returnees and Internally Displaced Persons (IDPs) are among the most vulnerable population groups in Afghanistan, with high levels of socio-economic vulnerability, including restricted access to basic services and employment opportunities. Within these groups women, youth, persons with disabilities and unskilled labourers are especially vulnerable. Large inflow of returnees and displaced persons can strain the capacity of host communities. Competition for limited resources and services can too easily become a driver of conflict. Extreme vulnerability increases the risk of radicalization, and recruitment for violent extremism.

The Support Afghanistan Livelihoods and Mobility (SALAM) project is a joint programme of United Nations Development Programme (UNDP), International Labour Organization (ILO) and United Nations High Commission for Refugees (UNHCR), implemented primarily by the Ministry of Labour, Social Affairs, Martyrs and Disabled (MoLSAMD). With initial funding support from the Government of Finland, SALAM aims to meet the sustainable livelihoods needs of returnees and IDPs in Nangarhar province, in the wake of the massive and ongoing return of Afghan people from Pakistan and elsewhere.

The SALAM Project Document was signed in March 2017. In the period until the December Project Inception Workshop in Nangarhar, which marked the end of the Project Inception Phase, the SALAM project faced considerable challenges in launching implementation activities and delivery of results to beneficiaries.

These included a change of Ministry leadership, which in turn delayed recruitment of both national and international SALAM project staff, and resulted in low financial delivery, and activity related delivery. The Harmonized Approach to Cash Transfers (HACT) assessment, which is an independent assessment of MoLSAMD capacity and a prerequisite for the choice of cash transfer modality was also delayed, mainly because of changes in Ministry leadership, the novelty of the assessment and internal differences in the Ministry on how to handle the release of data. Underpinning these issues is the observation that MoLSAMD is a new partner of the United Nations Development Programme, which has contributed to limiting progress. In parallel, there were difficulties confirming the process of fund transfer between UNDP and ILO, which prevented the start of ILO led activities.

During this the Project Initiation Phase, SALAM focused on responding with individualized mitigation measures and setting up an enabling and conducive project environment for example staff recruitment and project office set up on secure MoLSAMD premises. In consideration of the complex project structure, the diversity of stakeholders, and the consideration that MoLSAMD is a new partner, SALAM focused

considerable efforts on strengthening partnerships and coordination, working closely with the Durable Solutions Working Group and Labour Migration Working Group among other initiatives, and with the responsible MoLSAMD departments, including the Directorate of Manpower, Directorate of Skills Development, and Directorate of Policy and Planning.

It became apparent that the Annual Work Plan indicators for 2017 did not capture this project progress, and that it would be necessary to request a No Cost Extension to complete agreed upon project activities. In December 2017, after the Second Project Board meeting and Project Inception Workshop held in Nangarhar, SALAM, ILO and MoLSAMD revised the project 2018-2019 Annual, Human Resources, Procurement Workplans and Budget, focusing on the funded component to be delivered in Nangarhar, with revised indicators to reflect the current project scope.

The importance of project communications, both internal and external, were highlighted during these partnership-building activities, along with the value of ensuring clear and accurate communication among implementation partners, and with external stakeholders.

In summary, the project's chronological progress was characterized by initial limited progress, followed by rapid improvement towards the end of the year. Challenges going forward will include: the need to quickly complete outstanding preparatory activities; the need to implement job-creation activities to complement the current focus on vocational training; the need to attract resources to enable the implementation of job-creation activities; the need to consolidate the shift of project focus from Kabul to Nangarhar Province, to more directly support the intended project beneficiaries.

II. RESULTS

During its first nine months, the project focused its work on efforts to set up an enabling and conducive project environment, a prerequisite for effective implementation. Building a functioning relationship between the project and MoLSAMD was also needed, in consideration of MoLSAMD's status as a new partner with UNDP, establishment and configuration of the project office, located in MoLSAMD was a major logistical and procurement activity. Staff recruitment was also a necessary activity, which presented a challenge.

These tasks, while consuming of time and resources, were not adequately captured by the existing AWP output indicators (See Section on Issues). In consideration that the project document was signed in March 2017 it is appropriate to confirm that there has been no substantive progress towards 2017 output targets.

Concerning project internal processes, 2017 saw considerable activities which contributed indirectly to the fulfilment of project objectives. Examples include extensive consultation among UNDP, UNHCR, MoLSAMD and ILO to finalize the revised Annual Workplans for 2018 and 2019. The project document has been revised to reflect the focus on Nangarhar province, together with the project result matrix and multi-year plan and budget.

In December 2017 UNDP-UNHCR joint mission to Jalalabad identified joint programming locations, and confirmed the direct interest and support of the Provincial Governor and in cooperation with the Nangarhar Province Chamber of Commerce (ACCI). The project inception workshop was organized by UNDP and Directorate of Labour, Social Affairs, Martyrs and Disabled (DoLSAMD), and held in Jalalabad, an event attended by 45 participants from governmental agencies, NGOs, UN agencies and ACCI. Out of 45 participants, 2 were women, including 1 female SALAM project staff.

A comprehensive desk review of existing labour market assessments has been initiated to minimize time lost and resources consumed, by using existing materials instead of duplicating effort. The assessments reviewed included the "Labour and Housing Market Systems in Nangarhar Province, Eastern Afghanistan - Complex Conflict, Displacement, and Returnee Influx; Emergency Market and Mapping and Analysis", undertaken by Oxfam Afghanistan in May 2017. SALAM has chosen to use the results of this survey in consequence of its appreciation of the dynamics of crisis response to early recovery transition. This aspect of the assessment enables the project to better understand and make use of existing market systems to create employment in the specific context of Nangarhar. Finally, the Second Project Board Meeting was held on 13 December.

Below is a snapshot of where SALAM project stands as of 31 December 2017 in relation to its annual targets for:

- **Output 1** Formalized Institution Structures in Support of Regular Labour Migration for Afghan Women and Men are Established

Annual Work Plan Indicators	2017 Baseline	2017 Targets	Actual Progress 2017	Status/ Comments
1.1. a ¹ . Number of MoLSAMD and other government officials trained on international standards and good practices on law / regulations and policy coherence	0	20*	0	On track / Off target. During the reporting period, the project has focused its work

¹ 1.1 not targeted in 2017

1.1.b Extent to which national laws and regulations align with international labour standards (scale 0-10)	0	TBD	TBD	on delivering several activities to set up an enabling and conducive project environment such as staff recruitment, project office and coordination. This work is not captured by the existing AWP output indicators. (See Section on Issues)
1.1.c.e. % of increase of knowledge and understanding of the trained officials (scale 0-10)	0	8	0	
1.2. Number of BLAs on labour migration signed with countries of destination	0	2	0	
1.3. Number of contracts signed with employers / agents in destination countries each year (by country, by sector, by # of workers in demand letters)	0	2	0	
1.4. Average cost of migration in the Afghanistan - Saudi corridor, using ILO-World Bank methodology	0	TBD	TBD	

- **Output 2** National and International Employment Opportunities for Women and Men Potential Migrants and Returnees in Kabul and Five Pilot Provinces are Increased

Annual Work Plan Indicators	2017 Baseline	2017 Targets	Actual Progress 2017	Status/ Comments
2.2 ² # of SALAM training program graduates, that are locally employed (M/F, by provinces)	0	400	0	On track / Off target. Enabling activities for conducive project environment ie staff recruitment, project office and coordination undertaken.
2.2.a Standardized courses and curricula developed	0	4	0	
2.2.b #of people trained in selected priority sectors	0	500	0	
2.6. ³ Clients satisfaction from ESCs services provision (scale 1-10)	0	TBD	TBD	

EXPENSES FOR THE YEAR

During 2017, a total of USD '304,080.00' (19% of total 2017 budget) was spent for the above 2 outputs. For more details, please see Annex 2

² 2.1. Not targeted in 2017

³ Activities 2.3; 2.4; 2.5 not targeted during 2017

I. GENDER SPECIFIC RESULTS

SALAM project indicators and activities in the Annual Work Plan (AWP) specify gender-disaggregated data and information where applicable. This data, once collected, will serve to ensure that the training courses and curricula, as well as counselling and legal assistance for IDPs and returnees, consider the needs of both female and male returnees and job seekers.

In consequence of delayed delivery, however, no gender specific results were achieved in 2017.

It should be noted that despite the adoption of special measures, including ensuring that UNDP and MoLSAMD hiring managers were aware of the implications of their hiring decisions for overall parity goals, and allowing for greater gender consideration and latitude in the final selection process, SALAM experienced great difficulty in attracting female applicants. Gender imbalance in team composition resulted, with only one female candidate (TVET Officer, Jalalabad) so far having been hired by MoLSAMD, whereas 11 males have been hired. Two NTA posts are unfilled as of end December 2017, including the vacant NTA Nangarhar-based Community Mobilizer and Gender Officer position.

Of the five UNDP-recruited posts, three have been filled by men, one (Project Planning, Monitoring and Reporting Specialist) is held by a woman.

II. PARTNERSHIPS

UNDP works with MoLSAMD as Implementing Partner, and central government will remain the focus for the development and application of normative standards, legislation and bilateral agreements. Nonetheless, partnerships with provincial entities, sub-national governance entities (DoLSAMD in Nangarhar Province), particularly employers' organizations and the private-sector itself, will become increasingly important partners during 2018, and will ultimately become the primary focus for project delivery to the target beneficiaries.

The following coordination bodies act as standing sources of reference, guidance and support for SALAM.

Durable Solutions Working Group

The Durable Solutions Working Group (DSWG) is a partnership of Ministries, UN agencies, national and international NGOs that coordinates humanitarian and

development initiatives and activities in Afghanistan, with the purpose of developing a durable solutions strategy for returnees and IDPs. The DSWG is chaired by the Ministry of Refugees and Repatriations (or a representative of a relevant line Ministry on a rotational basis, based on the thematic area discussed during the DSWG) and co-chaired by UNHCR, UNDP and IOM on a rotational basis, which ensures the linkage with reintegration platforms and coordination activities. The group has primary importance as a linkage to the government's high-level Displacement and Return Executive Committee (DiREC), which holds responsibility for prioritizing assistance needs and reintegration prospects of internally displaced people and returnees.

During SALAM's initiation phase, UNDP, UNHCR and ILO together with MoLSAMD, utilized the DSWG as a platform to position SALAM to support the development and implementation of the provincial response plans for Internally Displaced Persons (IDPS) and returnees in line with the Afghanistan National Peace Development Framework and the National Priority Programmes.

Update on progress of the SALAM project were presented and discussed in the DSWG meeting in August 2017 (in which DSWG endorsed the approach for Labour Market Analysis to be conducted by SALAM) and again in the DSWG meeting held in December 2017.

Labour Migration Working Group

The Labour Migration Working Group (LMWG) ensures coordination among donors to avoid duplication of projects working on the labour providing system in Afghanistan. This group is hosted by the World Bank, and brings together partners and experts to support the development of a labour migration management system for Afghans seeking employment opportunities abroad and increase their protection.

Pertinent to the achievement of Output 1, Establishment of formalized institutional structures in support of regular labour migration, SALAM carried out a Labour Migration Study. The study recommends enforcement of existing regulations and standards in line with the Afghanistan National Peace and Development Framework (ANPDF) 2017-2021. The study was presented at the Labour Migration Working group meeting in March 2017. SALAM project was included in the Labour Migration Working Group agenda of discussion in September 2017, to contribute to the development of an associated action plan and timeline for the National Labour Migration Strategy.

The NGO Consortium

The NGO Consortium, a European Union funded grouping of NGOs, led by the Danish Refugee Council (DRC), works jointly to promote inclusive integration of returnees,

IDPs, and potential migrants in communities which are highly susceptible to migration or which experience high return rates.

SALAM has consulted this forum for guidance and support in surveying labour market assessments for Nangarhar Province, which was vitally important for informing SALAM activities in Nangarhar.

The Office of the Governor, Nangarhar Province

The Provincial Governor sits at the apex of sub-national governance in Afghanistan, functioning as Chief Executive for all aspects of governance within the Province. The Governor is appointed by the President and reports to the Presidency.

SALAM has established a close consultative relationship with the office of the Governor of Nangarhar Province, Mr Mohammad Gulab Mangal, and with the Deputy Governor Mr Abdullah Raqeebi, who has assumed the role of primary focal point for coordination with SALAM. This relationship will assume greater importance as the focus of project activities shifts from Kabul to Nangarhar during 2018.

The Nangarhar Chamber of Commerce and Industry (ACCI)

The ACCI is an association that brings together senior representatives of the major commercial enterprises active in Jalalabad city and the districts comprising Nangarhar Province. The Chamber functions to represent its members interests, to lobby on behalf of its members, and to serve as a forum for exchange of ideas and the formulation of initiatives to serve the individual and collective interests of its members. To service these objectives, the ACCI maintains close cooperation with the Ministry of Commerce and Industry, and the Office of the Governor of Nangarhar Province.

In promoting the role of the private sector in identification of priorities and opportunities for job creation, SALAM has prioritised the development of a constructive partnership with ACCI, and will rely heavily on ACCI for informed guidance on opportunities and risks in the delivery of project activities in Nangarhar.

III. ISSUES

During its inception period SALAM faced a range of challenges to progress beyond the Project Initiation Stage, some of which had strongly negative impact on the ability to deliver.

Change in leadership at MoLSAMD

Changes in Ministry leadership, in September 2017, including the appointment of a new Minister and new Directors across partner Directorates significantly disrupted project implementation, and to large extent stalled or negated the progress made in project preparation up to that point in time. Challenges of institutional capacity, and an institutional culture that places strong emphasis and reliance upon individuals rather than institutional structures and procedures, meant that project communication and coordination was disrupted, and the project was compelled to build new relationships with new partners. Anticipation of changes in Ministry leadership delayed the recruitment of SALAM project staff holding Ministry-issued NTA contract. This change of leadership also significantly delayed the allocation of office space in which the project team could operate. Overall the disruptions arising from changes in Ministry leadership postponed the effective start of project activities based at MoLSAMD or directed from MoLSAMD until October 2017. To help mitigate the effects of this issue, UNDP identified a MoLSAMD Focal Point to enable rebuilding of relationships with new Ministry leadership.

Difficulties in the fund transfer process between UNDP and ILO

SALAM experienced delays in implementation of ILO led activities due to unforeseen difficulties in the fund transfer process between UNDP and ILO. UNDP and ILO held intensive discussions both at country and HQ levels to resolve these financial management issues in a constructive way. The result is a revised modality for fund transfer to ILO.

Delayed Harmonized Approach to Cash Transfers assessment

The Harmonized Approach to Cash Transfers (HACT) assessment establishes common principles and process for managing financial transfers among UN agencies. It serves as a simplified set of procedures for requesting, disbursing, providing assurance, and reporting on funds. This process is a risk management mechanism, a formal requirement for UNDP to be able to devolve responsibility for project financial management to MoLSAMD. The previously noted change in the Ministry leadership disrupted the HACT assessment, which became delayed by the new leadership's unfamiliarity with the mechanisms and requirements of HACT, internal differences in the Ministry on how to handle the release of data, and hesitation to share potentially sensitive administrative information with an external party. In context, delay in completing the HACT assessment had strongly detrimental impact on the project's ability to deliver, as time lost in efforts to finalize the HACT assessment could not be recovered.

UNDP enlisted the direct support of the new Minister and Deputy Minister of MoLSAMD during a series of ministerial meetings, in consequence of which a

designated focal point was appointed for improved communication and coordination. The HACT assessment is expected to be finalized in February 2018.

Delayed recruitment of project staff

UNDP experienced significant delay recruiting both national and international project staff. These delays were compounded by extensive parallel delay in the recruitment of NTA staff by MoLSAMD. Combined, these recruitment delays had significant negative impact on overall project delivery.

At time of writing, all five UNDP posts have been filled, whereas 12 of a total of 14 NTA posts have been filled. Six NTA posts are in Jalalabad, while six NTA positions are Kabul-based.

Delay in recruitment of NTA staff was primarily attributable to changes in Ministry leadership, as previously described. Limitations in the labour market, particularly the difficulty in finding the required combination of labour and migration skills also compounded delay through the requirement to re-advertise for NTA positions. By December 2017, all NTA project staff had been hired except the positions of Community Mobilizer and Gender Officer, both based in Nangarhar.

For UNDP national positions, it proved difficult to identify a suitably experienced candidate for Project Manager, with result that recruitment was completed in September 2017. To manage the short-term challenges, selected staff of the Livelihood and Resilience Unit in the UNDP Country Office were appointed exceptionally to work ad interim pending the completion of SALAM recruitments. For UNDP international positions, Chief Technical Advisor (CTA) and Project Planning, Monitoring and Reporting Specialist (PMRS), recruitment proved to be very difficult. The PMRS was selected at the second attempt, in September 2017. The CTA was selected at the third attempt, in December 2017.

Gender imbalance in the project team

SALAM has considerable gender imbalance in team composition, with only two females versus 19 males hired. Despite the adoption of special measures to promote awareness of the implications of hiring decisions on gender parity goals, including wider circulation of vacancy announcements through provincial DoLSAMD, SALAM experienced severe difficulty attracting female applicants. Available data for the 14 NTA recruitments attempted indicate that only seven applications were submitted by women candidates, whereas 235 applications were submitted by men. Of the seven applications by women, three were for Kabul-based posts while four were for Jalalabad-based posts. Notably, in Jalalabad, three of the four applications were for the position of Community Mobilizer (subsequently filled by a female candidate). The

Gender Officer position received no applications from males. Regrettably, in consequence of recruitment delays and the lack of qualified applicants for this position, this post remains unfilled by December 2017. Re-advertisement has been planned for January 2018.

Low financial (actual activity related) delivery

Delay in project implementation has in turn delayed. Because of the delay in the implementation of project activities which in turn related to delayed financial delivery. Delivery for 2017 is 19% against target. To address this issue, UNDP and MoLSAMD have implemented an accelerated procurement and recruitment plan.

Annual Work Plan indicators did not adequately capture project progress

The indicators in the 2017 Annual Work Plan did not capture the work undertaken during the reporting period to adequately prepare for successful implementation, or to establish an enabling environment and help achieve the project outputs in an effective manner. To address this issue, UNDP, ILO and MoLSAMD cooperated closely to refine the Annual Work Plan, to present a more accurate description of requirements and achievements. In Quarter 4 of 2017, SALAM revised the project documentation and indicators, including revision of Project document, Annual Workplans and supporting HR and Procurement plans, to more accurately reflect the specificities of the implementation context and to reflect the shift in project focus to the delivery of activities in Nangarhar province.

Unrealistic expectations for SALAM capacity to meet emerging challenges

SALAM is uniquely designed and positioned to address the transition from humanitarian response to early recovery in the field, i.e. outside of Kabul and the central governance institutions and is the only UN joint programme project specifically addressing the challenges of returnee reintegration in Nangarhar Province. Finally, SALAM is currently only partially funded (USD 5 million funded out of a total of USD 120 million planned). As of December 2018, an estimated 700,000 returnees from Pakistan are expected to arrive in Nangarhar during the first half of 2018. SALAM in its current form, is unable to absorb the impact of such large-scale influx and mitigate against the social disruption, strain on service delivery and livelihoods opportunity, and potential inter-community conflict, that such a large-scale influx can be expected to generate. Nonetheless, as one of the only specifically configured project that is up and running, all noted challenges notwithstanding, there is expectation for SALAM to be one of the primary response mechanisms to help the national authorities to cope with a sudden increase in returns from Pakistan. In this context, project partners (notably UNDP, UNHCR, ILO and MoLSAMD) face considerable reputational risk if SALAM is not able to scale-up quickly, and deliver more rapidly.

For further information, see Annex 5: Issue Log.

IV. RISKS

There was no significant status change in already identified risks during 2017, and no additional risks added to the risk log. The updated full risk log remains as Annex 4.

V. LESSONS LEARNED

SALAM lost valuable time on ineffective and inefficient **internal process**. Project staff recruitment took too long, as did the completion of appropriate project office space in MoLSAMD. Project recruitments have now been completed, and lessons have been assimilated, particularly in the context of the formulation of Terms of Reference and project monitoring. Recruitment was unsuccessful in meeting basic gender equality targets. Recruitment was conducted with insufficient attention to the promotion of interest by female candidates. This lesson must be absorbed and corrective measures applied for any future recruitments.

The observed **difficulty in attracting appropriately qualified and experienced international expertise** to work in Afghanistan is a cause for concern and corrective action. It must be noted that it took three attempts to recruit the project's Chief Technical Adviser including post re-advertisement, and time was lost during the recruitment of the Planning, Monitoring and Reporting Specialist when the post advertising period was extended in order to attract suitably experienced candidates. Considerable time was lost in both cases, with total recruitment process duration taking nine months and six months respectively, which adversely affected project delivery. Review of process shows the necessity to improve the identification and specification of expertise needs and priorities, and to more accurately and selectively reflect these needs and priorities in the formulation of Terms of Reference for the vacancy announcement.

In the project design and start-up phases, greater attention must be paid to the **depersonalization of inter-institutional relationships**. The extent of disruption that resulted from the changes in Ministry leadership in the Summer of 2017, would have been lessened had project relations been based more firmly in institutional structures rather than having been formed on an individual to individual basis.

Lack of decisiveness in establishing balanced partnerships and the management of expectations through **clear and consistent communication**, particularly with governmental partners, has contributed to miscommunication and misunderstanding, and created an enabling environment for false expectations and poor practices to

become consolidated. Rectification of such errors is intrinsically difficult as it risks damaging existing relationships. To be successful, the corrective measures which have been initiated must be transparent, consistent and persistent.

Towards the end of 2017, a comparative **imbalance in project focus** become more apparent, with activities and initiatives to date having focused predominantly on the reform of vocational training mechanisms and provision of vocational training to returnees, and promotion of outward migration as a primary response to unemployment. Immediate corrective action was taken to increase focus on in-situ job-creation, and advocate for increased opportunities for both returnee and host communities as an important conflict prevention consideration. As guiding principles, delivery of vocational training must be matched by job creation to mitigate against raised frustration among job-seekers, and reliance on outward labour migration as a substitute for in-situ employment, rather than as a primary objective. Activities in 2018 will require greater emphasis on job creation in Nangarhar Province, and will necessitate significant resource mobilization to implement effective job-creation measures.

Overall, the project showed **deficiency in drive and direction** to generate momentum in delivery, and to take activities out of the meeting room and into the field. This malaise is being addressed by strong and direct management guidance. The focus on Kabul-based activities has been detrimental to overall progress and has reinforced a culture of process before substance. This deficiency is being addressed by strong direction by UNDP management, and prescriptive guidance to shift the focus of project implementation to Nangarhar Province. Direct cooperation with the private-sector has been increased, to assess potential for job-creation in the Province and to channel project efforts to supporting job-creation.

Logistical limitations, deriving primarily from mandatory security restrictions, make effective coordination between Kabul and Nangarhar particularly difficult, and restrict active presence of Kabul-based staff and expertise in Nangarhar. There is a limit to the extent that corrective actions might be applied. In practice the project will need to embed greater flexibility in the scheduling of activities requiring input from Kabul-based staff, and maintain an increased substantive presence in Jalalabad.

SALAM has persisted with putting the policy of UN Delivering as One into practice, despite the recognized difficulties that are inherent in **joint programming** endeavours. In doing so, the process itself has been a valuable source of lessons and knowledge capture which will be of potential benefit to improve efficiency in future joint programmes. Going forward, partner agencies must continue cooperative efforts regarding action and reporting, which are essential for coordinated project delivery, and ensure clarity of communication with non-UN partners.

Greater appreciation of the **conflict-prevention** aspect of SALAM activities and objectives has resulted in subtle but productive modification of project methodology and direction, and systematic consideration of conflict sensitivity as a cross-cutting consideration in the management of population displacement and the promotion of livelihoods.

VI. FUTURE PLANS

In Quarter 4 of 2017, SALAM revised the 2018 and 2019 Annual Work Plans and indicators to more accurately reflect the funded component of the project, which focuses on activities in support of beneficiaries in Nangarhar Province.

During the first Quarter of 2018, the project must complete outstanding preparatory tasks, and generate tangible momentum in the delivery of beneficiary-focused activities as included in the 2018 AWP.

Administrative tasks include:

- HACT Assessment findings and recommendations to be finalized and presented
- Concept for securing additional donor support for SALAM community stabilization actions in Nangarhar Province, with focus on the transition from humanitarian response to early recovery, to be elaborated
- Development of curriculum for Skill Development identified in Nangarhar
- Preparatory work to establish Inter-Ministerial Task Force
- Technical support to establish TVET Board

Kabul-based substantive priorities include:

- Desk review for labour market assessments in Nangarhar Province to be completed
- PPP model concept to be finalized
- Provide technical support to the establishment of the TVET Board
- MoLSAMD to be supported to organize the planned National Labour Conference
- Guidance note on measures to be adopted to encourage female participation in vocational training and job placement activities to be implemented by SALAM formulated.

Nangarhar-based substantive priorities will include:

- Identification of skills gaps in the employment market, and prioritization of the types of vocational training that are most likely to result in rapid job placements; to be completed in cooperation with ACCI;

- Identification of opportunities for employment to be identified and elaboration of priorities for economic stimulation and employment creation in Nangarhar Province;
- Existing value chain analyses to be reviewed where these can be accessed, additional value chains and to be identified, and Terms of Reference developed for new value chain analyses to be undertaken where these do not exist.
- Process for identification of candidates to participate in the vocational training programme to be formulated.
- Procurement of consultancy firm to carry out TVET training

VII. ANNEXES

A. Annex 1: FINANCIAL TABLE

Donor Name	COMMITMENT/ PAST YEARS RECORD				CURRENT YEAR (2017)					FUTURE EXPENSES		TOTAL RECEIVABLE		
	Commitment (a)	Revenue Collected 31/12/2016 (b)	Expenses 31/12/2016 (c)	IPSAS Adjustment (d)	Opening Balance E=(b - c+d)	Contribution Revenue (f)	Other Revenue (g)	Expenses (h)	Closing Balance I=(e+f+g - h)	Commitments (Unliquidated Obligations) (j)	Undepreciated of fixed Assets and Inventory (k)	(Future Due) L=(a-b-f)	(Past Due) (m)	Available Resources N=(i - j-k-m)
Finland	4,770,000	-	-	-	-	3,397,028	-	304,080	3,092,947	21,009	85,938	1,372,972	-	2,986,001
Grand Total	4,770,000	-	-	-	-	3,397,028	-	304,080	3,092,947	21,009	85,938	1,372,972	-	2,986,001

Note:

i) 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 some accounting processes may not have been processed. Financial data provided above may not be complete, and it is provisional.

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

ANNEX 2: EXPENSES BY OUTPUT

Project Output	2017 Budget (AWP)	Total Expenses (January-December 2017)	Delivery Rate
Output 1 (ID 00098662): Formalized institution structures in support of regular labour migration for Afghan women and men are established	572,631	193,021	34%
Sub- Output 1	572,631	193,021	34%
Output 2 (ID:00098663): National and international employment opportunities for women and men potential migrants and returnees in Kabul and five pilot provinces are increased	1,028,931	111,059	11%
Sub- Output 2	1,028,931	111,059	11%
Grand Total	1,601,563	304,080	19%

B. ANNEX 3: EXPENSES BY DONOR

Donor	Project Output	2017 Budget (AWP)	Total Expenses (January-December 2017)	Balance	Delivery Rate
00110	00098662				
	Formalized institutional structures in support of legitimate labour migration for Afghan women and men are established.	\$ 572,631.00	\$ 193,021	\$ 379,610.00	34%
00110	00098663				
	National and international employment opportunities for women and men in Kabul and five pilot provinces for potential migrants and returnees are increased.	\$1,028,931.00	\$ 111,059.00	\$ 917,872.00	11%
Grand Total		1,601,563.00	304,080.00	1,297,482.00	19%

C. ANNEX 4: RISK LOG

Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
Regional instability may continue to the detriment of the regional economy	June, 2016	Political	Regional instability could lead to reduction of economic opportunities for regular migration P = 2 I = 3	Diversification of countries with which Afghanistan seeks a Bi-Lateral Agreement	Sr. DCD, Project Manager, CTA and Output 1 Manager	Project Design Team	December 2017	No change
Local security in targeted regions may delay project implementation	June 2016	Political	P: 4 I: 4	UN-DSS and MOSS procedures will be followed at all times to ensure safety and security of project staff Project sites will be re-assessed during the project inception phase and project activities moved to more secure districts if necessary. CDCs will be used for Implementation as far	Sr. DCD, Project Manager, CTA and Output 1 Manager	Project Design Team	December 2017	No change

Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
				as possible to promote ownership and reduce security threats to outside staff.				
Global oil prices may remain low or unstable to the detriment of the regional countries	June, 2016	Political Financial	Low oil prices equate to reduced income for regional destination countries known for labour migration. An extended period of low oil prices could cause the economies of destination countries to restrict, adversely affecting the demand for migrant workers P = 2	Diversification of countries with which Afghanistan seeks a Bi-Lateral Agreement	Sr. DCD, Project Manager, CTA and Output 1 Manager	Project Design Team	December 2017	No change

Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
			I = 4					
Government buy-in/political will may be low/slow in responding	June, 2016	Political Regulatory	<p>Without government buy-in/political will, the effect is different per output:</p> <p>O1 SALAM is highly unlikely to create a pathway for regular migration due to the numerous ministries and government institutions required to support the facilitation of regular migration</p> <p>P = 1 I = 5</p>	<p>What actions have been taken/will be taken to counter this risk</p> <p>O1 UNDP have closely partnered with government in the development stages of SALAM. Further engagement with respective ministries and institutions will continue as well as close coordination with the Presidential Office</p> <p>O2 UNDP and the SALAM Project Team will engage with local government and DoLSAMD to ensure there is local government buy-</p>	Sr. DCD, Project Manager, CTA, and all Output Managers	Project Design Team	December 2017	No change

Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
			<p>O2 Given this is a local intervention based in regional centres and focused on municipalities, local political will is required; and the government's support comes primarily from MoLSAMD, so risk is lower P = 1 I = 3 O3 Awareness raising can be done locally or at the national level depending on committed funding and can be done with or</p>	<p>in/political will to create enabling environments for economic growth O3 UNDP and the SALAM Project Team will engage with local government and CSOs to ensure there is local government buy-in/political will to raise awareness</p>				

Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
			without significant government buy-in/political will P = 1 I = 1					
The ongoing conflict throughout the country may limit access to some locations for periods of time during the project	June, 2016	Political Other - security	Some project locations may be cut off or isolated due to the ongoing conflict (as occurred in Kunduz in late 2015) before or during implementation P = 4 I = 4	Integrated into the project activities is an effort to empower local government and community leaders to stabilize and create enabling environment for economic growth	Project Manager, CTA and Output 2 Manager	Project Design Team	December 2017	No change
Despite the establishment of regular migration channels, Afghan women and men may	June, 2016	Other - social Other - context	Human traffickers and their agents have a vested interest in maintaining	SALAM commits the efforts of an entire Output to countering these messages raising awareness of the risks	Output 3 Manager	Project Design Team	December 2017	No change

Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
choose to migrate through irregular channels depending on the mix on incentives and disincentives			the allure of irregular migration. Regardless of government initiatives, public awareness campaigns as well as training and employment opportunities, Afghan men and women will continue to be targeted by traffickers and their agents P = 5 I = 1	of irregular migration as well as of the local employment and regular migration opportunities				
Low rates of female participation in vocational training as a result of cultural attitudes and societal norms	June, 2016	Other - social Other - context	Limited female participation in vocational training will contribute to continued low	SALAM is committed to assess needs by collecting gender disaggregated data and develop gender relevant and	Output 2 Manager	Project Design Team	December 2017	No change

Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
			female labour force participation and employment rates. Since both are correlated with growth, this will serve to limit the impacts of SALAM P = 4; I = 4	appropriate vocational training programmes. SALAM may also reserve some places on each vocational training programme for women.				
Afghan women may not be welcomed as migrants to conservative countries in the region, or be screened out of employment opportunities based on sex	June, 2016	Other - social Other - context	Some of the regional destination countries which Afghanistan will aim to sign BLAs with, are on the extreme edge of religious conservatism. Women who migrate to these states may be further	SALAM will establish a Migrant Contract Management System which protects international women and men's worker's rights and wages, including refugee rights. Additionally, SALAM will design and develop guidelines and trainings with gender parameters on migrant workers'	Output 1 and 2 Managers	Project Design Team	December 2017	No change

Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
			marginalized, discriminated against, forced against their will, or worse P = 4 I = 4	rights and contractual packages with a standard employment contract in Dari and Pashto. Also, SALAM is working with MOFA to establish Migrant Worker Help Desk and Legal Aid Facility in Afghan embassies and consulates				
Migration turned to Human Trafficking	June, 2016	Other - social Other - context	Afghan women and men, girls and boys who migrate may have their migration turned into a human trafficking or forced labour experience with adverse and long-lasting consequences P = 4; I = 2	Included in the guidelines and trainings developed by SALAM is reference to regulations of recruitment agencies, awareness raising and reporting of Human Traffickers and provision of emergency contact information in destination countries	Output 1 and 2 Managers	Project Design Team	December 2017	No change

Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
Authorities in destination countries may deny recognition and adherence to commitments made under international conventions	June, 2016	Other - social Other - context	Many labour migrant destination countries in the Gulf Region are renowned for poor records in upholding human rights, women's rights and child rights P = 3 I = 4	Engaged in the ongoing efforts to strengthen protections for migrant workers in law and practice in the GCC countries and other countries of destination. Included in the guidelines and trainings developed by SALAM is reference to regulations of recruitment agencies and awareness raising and reporting of rights violations to local rights-based organizations such as Amnesty International or Human Rights Watch	Output 1 and 2 Managers	Project Design Team	December 2017	No change
There may be a local backlash against IDPs, returnees and youth due to the benefits	June, 2016	Political Other - social	If backlash occurs , IDPs, returnees and youth could be	Within DoLSAMD, SALAM strengthens the capacities of ESCs who serve not only	Output 2 Manager	Project Design Team	December 2017	No change

Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
focused on them versus the local unemployed			further marginalized than they already are.P = 1; I = 3	SALAM beneficiaries, but the general public as well				
Provision of extra support mechanisms targeting IDPs/ returnees may not be initially welcomed by local DoLSAMD/ Employment Service Centers, particularly in locations with high unemployment	June, 2016	Political Other - social Other - partner	DoLSAMD and the respective ESCs may resist SALAM efforts to specifically support IDPs, returnees and youth P = 1; I = 3	UNDP/SALAM will work closely with MoLSAMD at the national/ sub-national levels to garner the vested interest of this government partner in addressing the training and employment needs of these marginalized groups	Output 2 Manager	Project Design Team	December 2017	Decreased
Efforts to address Gender imbalances through the provision of opportunities to women may be viewed by a local minority as in opposition to local traditions and customs	June, 2016	Other - social Other - cultural	Social conservatives and traditionalists may be threatened by SALAM attempts to mainstream	UNDP remains committed to the advancement of gender equality and will team with government partners and if necessary, clerics who espouse	Project Manager, CTA and All Output Managers	Project Design Team	December 2017	No change

Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
			gender into project activities P = 2 I = 1	the importance of empowering women to realize their rights to training, employment and migration				
Some local powerholders may attempt to steer infrastructure interventions to benefit particular businesses over others	June, 2016	Political Other - social Other - economic	Local Powerbrokers influence and direct project interventions in order to directly benefit themselves and limit benefits to political or social opponents P = 3 I = 2	UNDP remains committed to strengthening selected local economies to the direct benefit of IDPs, returnees and youth and will ensure that their interests are at the forefront of any project intervention; infrastructure support or otherwise	CTA, PM and Output 2 Manager	Project Design Team	December 2017	No change

D. ANNEX 5: ISSUE LOG

#	Description	Date Identified	Impact/ Priority	Countermeasure/Management Response	Owner	Status
1	Change in Ministry leadership	August-September 2017	Lack of political support for project, implementation delays. Impact= 4 Priority= 4	UNDP identified a MoLSAMD Focal Point to enable rebuilding of relationships with new Ministry leadership.	Project Manager and MoLSAMD Focal Point	Ongoing.
2	Delayed HACT assessment	September 2017	HACT assessment of MoLSAMD is a prerequisite for the choice of cash transfer modality. Impact= 3 Priority= 3	UNDP enlisted the direct support of the new Minister, Deputy Minister; MoLSAMD focal point was appointed for improved communication and coordination.	Project Manager and MoLSAMD Focal Point	HACT is still pending final MoLSAMD comments and a presentation of HACT assessment results with justification was still to be made to relevant MoLSAMD directors due Q1, 2018.
3	Delay in recruitment of NTA staff	August 2017	Overall project delays. Impact = 3 Priority= 3 I = 3	UNDP consulted and drafted a plan jointly with MoLSAMD HR to schedule appropriately and accelerate recruitment process. Day to day follow up of UNDP with the panel and HR. UNDP participates or observes at all stages of MoLSAMD recruitment processes.	Project Manager and MoLSAMD Focal Point	Resolved. Two NTA recruitments are pending (Business Development Officer and Community Mobilizer) as of Dec 17, expected

#	Description	Date Identified	Impact/ Priority	Countermeasure/Management Response	Owner	Status
						to be completed early 2018.
4	Gender imbalance in team composition	August 2017	Lack of project responsiveness to women's aspirations and needs. Impact= 3 Priority= 3	Adopted special measure to counteract gender imbalance in consultation with MoLSAMD HR. Widely disseminated the vacancies through all means including through provincial DoLSAMD.	Project Manager and MoLSAMD Focal Point	Unresolved. Female applicant and hiring rate remains low compared to male applicants.
5	Annual Work Plan indicators do not fully capture project progress	August 2017	Non-achievement of stated project targets. Impact= 4 Priority= 4	Via series of consultations MoLSAMD, ILO and UNDP refined Annual Workplan, HR, Procurement Plans and Indicators. Communication with donor. Revision of project scope.	Project Manager and MoLSAMD Focal Point	Being addressed; Project AWP to be approved as of January 2018.
6	Fund transfer difficulty with ILO	September 2017	ILO project implementation delays. Impact = 4 Priority= 4	Agreed on alternative modality of fund transfer with ILO both at HQ and country level, issue is resolved.	Project Manager and UNDP Finance	Addressed and resolved.
7	Low financial (actual activity related) delivery	September 2017	Lack of project responsiveness to stakeholders and clients' needs. Impact= 4	Revision of the AWP and procurement plan to incorporate more realistic activities & timelines. Initiated accelerated procurement planning for the office setup in MoLSAMD.	Project Manager and MoLSAMD Focal Point	Being addressed. Financial delivery increased from 8% in Q3 to 19 % by end of Quarter 4.

#	Description	Date Identified	Impact/ Priority	Countermeasure/Management Response	Owner	Status
			Priority= 4			
8	Unrealistic expectations for SALAM capacity to meet emerging challenges	October 2017	Lack of project responsiveness to stakeholders and clients' needs, reputational risk. Impact= 4 Priority= 4	UNDP improved communication and coordination with MoLSAMD through individual discussions and briefings, increased ad-hoc Technical Working Group meetings, increased the frequency and substantive detail of direct discussions with the donor.	Project Manager and MoLSAMD Focal Point	Ongoing. Measures manage expectations understanding of procedural requirements, obligations and limitations.