



**Annual Report**  
**for the Law and Order Trust Fund for Afghanistan**  
**Multi-Partner Trust Fund**

**for the period 1 January to 31 December 2021**

20 May 2022

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## INTRODUCTION

This consolidated Annual Report of the Law and Order Trust Fund for Afghanistan Multi-Partner Trust Fund (LOTFA MPTF) is prepared by the Trust Fund Management Unit (TFMU) and the MPTF Office in fulfillment of their obligations, as per the Fund's Terms of Reference (TOR), the Memorandum of Understanding (MOU), and the Standard Administrative Arrangement (SAA) signed with contributors. This consolidated report covers the period 1 January to 31 December 2021<sup>1</sup> and provides narrative and financial data on progress made in the implementation of projects of the LOTFA MPTF. It is posted on the MPTF Office [Gateway](#).

## SECTION 1: PROGRESS REPORT

### LOTFA KEY RESULTS IN 2021

- There was continued technical support to Government of Islamic Republic of Afghanistan (GIROA) with a platform to strengthen coordination across the entire rule of law chain.
- The Fund revised the LOTFA Strategy, Terms of Reference and Operational Manual to ensure LOTFA is fit for purpose. The revisions included integration of human rights and gender related aspects to LOTFA programming.
- The Support to Payroll Management (SPM) project continued management of payroll for the Afghan National Police (ANP) and the General Directorate of Prisons and Detention Centres (GDPDC).
- The TFMU M&E continued implementation of the Social Behavioural Change Communication (SBCC) campaigns across three scope areas. The hotline numbers received at least 2,145 calls during the eight weeks of the Talk for Harmony campaign focusing on increasing women's access to justice.
- The Fund, Fiduciary and Financial Management team under TFMU ensured effective cash management as well as regular reporting and forecasts to donors, enabling them to provide funding as needed.

### FUND OVERVIEW

The fund is designed to contribute to improved state-based rule of law service-delivery to the people of Afghanistan; increased security and safety for Afghans at the community-level; and foster trust and enable the state to strengthen its social contract with the Afghans. The outcomes of the funds include increased confidence in the capacity of state, provincial and municipal authorities to ensure fairness and justice; stable conditions of safety and security established in target provinces and increased credibility in state institutions and confidence in democratically elected authorities. Since establishment, the Trust Fund Management Unit has been providing technical and administrative support to the Steering Committee and the Technical Working Groups on project proposal design and revisions; monitoring, evaluation and reporting as well as risk management. In 2021, while the MPTF had six Recipient UN Organisations (PUNOs) under the Fund, due to the resource constraints, UNDP continued to be the sole agency implementing projects under the LOTFA MPTF.

Following completion of the 2020 Strategic Review, the TFMU structure was separated from the Country Office and by August 2021, all vacant positions had been filled. In addition, following a decision of the Steering Committee (SC) meeting of 5 May 2021, where the SC advised the need for a bridging solution to manage the gap left by the departure of MAG-I, the TFMU recruited two Technical Advisors for Payroll

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<sup>1</sup> The Steering Committee approved revised operational closure date of 4 December 2021 for the Support to Payroll Management (SPM) and Community Oriented Policing Services (COPS) projects.

and Policing Coordination. These personnel supported TFMU in providing coordination and support to key stakeholders for the smooth running of LOTFA, including cultivating deep, collaborative, and supportive relationships with the Ministry of Interior Affairs (MoIA). Also, the 2020 Human Rights Due Diligence Policy (HRDDP) risk assessment, completed in 2021 found that while the government takes action to mitigate ANP behaviour, there is evidence of widespread and systematic violations perpetrated by the ANP. Consequently, the assessment recommended a set of Mitigating Measures, including setting up a HRDDP unit within the LOTFA team. The SC approved this structure resulting in recruitment processes being initiated for three technical team members to provide technical support human rights and gender functions. Following the power shift of mid-August 2021, these recruitments were discontinued.

The Steering Committee meeting of 4 November 2021 resulted in operational foreclosure of the SPM and COPS projects, effective 4 December 2021 resulting in UNDP continuing with a lean structure for the LOTFA closure process. However, the fund and the single window implementation approach (approved at the August Steering Committee) are not closed and can be reactivated when the situation allows. The operational closure processes of the projects include the following:

- Termination of contracts for personnel affected by the foreclosure,
- Settling of eligible outstanding commitments, advances and liabilities incurred in the implementation of the project activities before 15 August,
- Disposal of the LOTFA project assets,
- Final project level evaluations,
- Final project level reporting, and
- LOTFA Strategic Assessment.

## STRATEGIC OBJECTIVES

The Fund continued to maintain the 10 strategic objectives across the four thematic windows, four of these were implemented under the Security and Payroll windows. While these strategic objectives and performance indicators were planned for review to align with the revised TOR and Strategy, this effort was discontinued in response to the political changes and subsequent power shift of mid-August 2021.

## GOVERNANCE

The Fund's governance structure continued to work with the Steering Committee and the Technical Working Groups for Payroll and Security. By mid-August, all 11 TFMU positions were filled for fund management, financial management, monitoring and evaluation. The Trust Fund facilitated three Steering Committee meetings, two Payroll Technical Working Group meetings and six Security Technical Working Group meetings. The Trust Fund, with strategic guidance from the Special Representative to the Secretary General for Afghanistan also hosted the LOTFA Summit where UNDP responded to six issues that LOTFA donors had escalated to the SRSG's office.

## LOTFA M&E AND STRATEGIC COMMUNICATIONS

### LOTFA M&E SYSTEM

The TFMU through a contracted third-party firm, completed the Risk Assessment and developed the Risk Management Strategy for the fund, the Steering Committee approved these for implementation on 5 May 2021, implementation of the Risk Management Strategy started in June 2021. The TFMU also completed the revision of the LOTFA Terms of Reference (TOR), LOTFA Strategy and Operational Manual. The Steering

Committee approved the Strategy and TOR for implementation at the SC meeting of 11 August 2021. However, the implementation of these guiding documents was placed on hold following the power shift of mid-August 2021.

Lastly, TFMU developed and rolled out a dedicated workspace for LOTFA donors to facilitate timely information-sharing with LOTFA donors and provide programme and M&E updates using interactive dashboards. In 2021, the TFMU organized 29 donor meetings including three LOTFA Steering Committee meetings and one LOTFA Summit. For those meetings, the donor workspace served as a primary information repository to share information, collaborate, and receive feedback. Key fund documents, meeting minutes, presentations were archived in donor workspace and information dashboards were developed and shared over the workspace.

The TFMU continued to develop and maintain information dashboards. The TFMU rolled out the LOTFA Support to Payroll Management Project (SPM) financial forecast dashboard, LOTFA contributions dashboard (2002-2021), LOTFA risk dashboard and risk management information system (RMIS). The TFMU also developed and shared the Attorney General's Office (AGO) capacity assessment survey analysis dashboards with donors to support M&E activities, data analysis, and decision-making by LOTFA Steering Committee.

## TOWARDS LOTFA EVIDENCE-BASED PROGRAMMING

The TFMU M&E, using findings from the assessments and surveys established an evidence base that will help shape LOTFA programmatic direction and contribute to fulfilling LOTFA strategic objectives, enabling informed decision-making, and adaptive and flexible management of the Fund.

AGO institutional capacity assessment: organisational capacity assessment to understand the capacities and capacity gaps within the Attorney General's Office to inform institutional reform initiatives to be conducted through the Anti-Corruption, Transparency, Integrity and Openness (ACTION) project. The quantitative survey for the institutional capacity assessment; key informant interviews with AGO leadership and middle-management staff were conducted from January to February 2021. A total of 35 key informant interviews were conducted with the AGO staff, of which seven respondents were women; semi-structured interviews were conducted with 400 AGO staff members. These findings fed into the capacity requirements for the flagship initiative of the government to combat corruption.

Social Behavioural Change Communication Campaign: TFMU continued implementation of the social behaviour change communications (SBCC) campaign to improve the effectiveness of police and community cooperation. Using the findings from the baseline research under Scope Area (SA) 2a: increasing women access to justice, the project piloted a multi-channel SBCC campaign, "Talk for Harmony" aimed at denormalising gender-based violence (GBV) in the home, destigmatising conversation around GBV, encouraging behaviour change amongst perpetrators of violence, and increasing uptake of locally available GBV support services amongst survivors.

The end line survey indicated positive feedback on the viewership of the campaign materials through social and mass media. Facebook was highlighted as the most effective source of reaching the targeted audience. More than 705,405 people were reached through Facebook ads and the films were played to their full duration 65,239 times; 40,702 users actively engaged in the campaign through website posts. Of the audience who viewed the campaign contents, 49 percent were women and girls. The campaign also used two separate hotline numbers to provide psychosocial support services to victims of violence against

women. At least 2,145 calls were received through the hotline numbers promoted through the 8 weeks of the digital campaign.

Considering the protracted delays in project implementation and changes in operational context which constrained continuation of project activities; the project made strategic decisions to close activities for Scope Area 3 [building trust between the police and population] in early May 2021 and Scope Area 2b [strengthening the status and position of women in the ANP] at the end of June 2021. the TFMU worked on an expanded campaign on GBV, building on the results of the SBCC campaign implemented under Scope Area 2a. The TFMU developed a Request for Proposals (RFP) and was ready to engage with DFAT for review and approval before proceeding with the procurement process and subsequent implementation. However, following the political changes of 15 August 2021, TFMU could not formally engage with DFAT on this proposed work.

The number of calls received through the call centre indicate the need for psychosocial support services and could be replicated, with improved data management for similar activities. To ensure longer term sustainability, there will be a need for investment in a data management system for monitoring callers and referrals for psychological support services, including refresher training for call centre staff.

Public Service Centre (PSC) project: Through evidence generated via M&E surveys and research<sup>2</sup>, and in close consultation with the MoIA, TFMU M&E supported development of the project document for the “Creation of Public Service Centres (PSCs)” based on the One Stop Shop (OSS) model, which provides a single point of access for all services while streamlining and digitising processes. The Ministry of Interior Affairs (MOIA) had already established a Public Service Centre within its and a user survey conducted in October 2020 showed that it was processing on average 500 applications per day and there was improved user satisfaction since inception. In the end, following a series of deliberations, the project was not recommended for approval by the Steering Committee. Consequently, no further actions were pursued regarding this project.

## LOTFA STRATEGIC COMMUNICATION

Communication continued to play a pivotal and integral role in the visibility of LOTFA. The TFMU continued to coordinate and conduct Technical Working Group meetings and Steering Committee meetings as well as bi-weekly donor meetings, these platforms were vital for information sharing and strategic decision making. In 2021, the Trust Fund rolled out the workspace for LOTFA donors for more streamlined communication and collaborated with the UNDP Partnership and Communication Unit for visibility of LOTFA through press releases, fact sheets, newsletters and increased social media presence.

## LOTFA THEMATIC WINDOWS AND PROJECTS

The Support to Payroll Management project (SPM) under the Payroll window; as well as the Community Oriented Policing Services (COPS) and COVID-19 projects under the Security window continued to receive funding from LOTFA MPTF.

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<sup>2</sup> In the Community and Police Perceptions Survey (CPPS) conducted by LOTFA in 2019 with residents and ANP employees in Kabul, 60 percent of citizens said they trusted the ANP. The Asia Foundation found that a significant number of Afghans doubted the honesty and fairness of the ANP. Of respondents who reported problems in accessing services in PHQs during the baseline research for this study, 62 percent said they did not think that the ANP employees working at PHQs were doing their job properly.

## PAYROLL WINDOW

**Support to Payroll Management (SPM):** The SPM project continued to work with the MOIA on non-fiduciary aspects of payroll related operations and functions for the ANP and the GDPDC. The Steering Committee approved a one-year extension with inclusion of Human Rights and Gender related activities for the extension period. The overall implementation strategy and outcome under the SPM project remained unchanged. During the reporting period until 15 August, the project achieved the following:

- Updated policies implemented and business processes developed and applied: The project presented the findings of the MOIA incentives, gaps in documentation, triggers for some incentives and proposed actions to address the deficiencies. The project collaborated with the MOIA and the CSTC-A's Ministerial Advisory Group – Interior (MAG-I) on the incentive rationalisation work. The work on the incentives was expected to be fully implemented during the third quarter. The suspension of project activities made the efforts redundant. The project collaborated with MOIA and CSTC-A on the back-pay policy with a view to standardise how the police personnel claimed back-pay. The Steering Committee approved a maximum of four months back pay claim with an implementation date of 1 August 2021. A third-party firm completed the compliance assessment of MOIA, Ministry of Finance (MOF), CSTC-A, and UNDP against 23 donor conditions using the Donor Conditions Monitoring Framework (DCMF). The fulfilment of these conditions is a prerequisite for transfer of the SPM project from UNDP to the MOIA. Below is a summary of the findings, noting that events of mid-August 2021 made further decisions about transition of payroll to MOIA and non-fiduciary payroll management functions being performed by UNDP SPM project not applicable.

Stakeholder	Number of donor conditions for assessment		
	Total	Number met	Number not met
Ministry of Interior Affairs	12	9	3
Ministry of Finance	3	2	1
CSTC-A (now DSCMO-A)	4	2	2
United Nations Development Programme	4	4	0
<b>Total</b>	<b>23</b>	<b>17</b>	<b>6</b>

Table 1: Summary of results of the compliance assessment of the 23 donor conditions

- Payroll and HR systems updated and upgraded to support quality assurance and data migration to Afghan Personnel and Pay System (APPS): All 34 Police Headquarters (PHQs) remained connected to the web-based electronic payroll system (WEPS) and the electronic payroll systems were functional. The table provides a summary of people paid:

Number of ANP and GDPDC personnel paid				
Disaggregation	January 2021	April 2021	May 2021	June 2021
Women	3,064	4,360	4,342	4,398
Men	112,969	126,391	122,418	121,470
<b>Total</b>	<b>116,033</b>	<b>130,751</b>	<b>126,760</b>	<b>125,868</b>

Table 2: Number of ANP and GDPDC personnel using WEPS

The electronic funds transfer (EFT) payment modality was the predominant mode of payment throughout the payroll cycles. The table provides a summary of the payment modality used:

Payment modality for ANP and GDPDC personnel (% paid using modality)				
Disaggregation	January 2021	April 2021	May 2021	June 2021
Electronic fund transfer (EFT)	88.82	95.04	95.17	95.16
Trusted agent (TA)	7.55	4.95	4.83	4.84
Mobile money (MM)	3.63	0.01	0.00	0.00
<b>Total</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>

Table 3: Payment modality used for ANP and GDPDC personnel

The SPM project was responsible for fund disbursement to the Ministry of Finance (MoF) for the timely payment of the *Tashkeel* personnel of the ANP and GDPDC salaries and incentives. The cumulative total advances that UNDP made to the MoF for the period 1 January to 15 August 2021 was AFN 12.72 billion (\$163.25 million). The Afghan Financial Management Information System (AFMIS) recorded a total expenditure of AFN 12.72 billion (\$163.25 million), which translated to 100 percent of the total advances. This suggests that by 15 August 2021, the previous government had used up all of LOTFA funds and no funding was left to the *de facto* government when they took over.

## SECURITY WINDOW

**Community Oriented Policing Services (COPS):** The COPS project which started in January 2020 looked at improving relations between police and local communities in Afghanistan with the objective to improve the delivery of police services at the community level. This was expected to improve the overall security environment and security within communities, resulting in increased public trust towards rule of law and security institutions. During the reporting period, the project achieved the following:

- Assessment of Police Headquarters and Police Districts: the project rolled out the first phase of the six-day Training of Trainers (ToT) targeting 22 Education Officers across nine police districts (PDs). The training aimed to improve the ability of these PD Education Officers to integrate community policing into their work and served as an enabler for MoIA education institutions to construct community policing training programmes. The average pre-test score was 17 percent, and increased to an average post-test score of 78 percent, this suggests that the trainees gained knowledge from this training of trainers. The project also assessed how the Kabul Police Headquarters (PHQ) coordinates, plans, mentors, and implements community policing activities at the district level and from findings so developed a formal reporting framework to report difficulties and recommendations from police and community consultation sessions.
- Improved Police Response to Community Needs and Priorities: This includes development of a development of capacity plan for *Police-e-Mardumi* to undertake community outreach initiatives. As a result of consultations completed in 2020 with relevant stakeholders in six pilot Police Districts (4, 5, 6, 7, 8 and 12), the project designed two initiatives, to assist Kabul Police Districts to provide improved community-oriented policing services and to strengthen police and community partnerships. A total 1,800 people (630 women) participated in two-day community and police consultations to develop commitment to proactive community-oriented policing at the grassroots



level. The project secured community partnerships in Kabul's six police districts and plans to pilot Social and Behavior Change Communication (SBCC) campaigns at the PD level to prevent and reduce crime and producing key messages offering police's tips and advice targeted at crime prevention were in place. These plans were consequently abandoned following the power shift of 15 August.

- Standard Police Districts constructed/rehabilitated to support community-oriented policing: The project launched the Invitation to Bid (ITB) for the establishment of Police Information Centres in four Police Districts (5, 11, 12, and 15) and Police Information Desks for six Police Districts (4, 5, 6, 7, 8, and 12). The evaluation of bids was abandoned in response to the power shift of 15 August.

**COVID-19 project:** This project aimed to support the implementation of the MOIA's strategy for combating COVID-19 by extending: (a) Emergency support to respond to medical needs of affected police personnel and safety through provision of protective personal equipment (PPE), and (b) Raising awareness on preventive measures to be adopted to support infection prevention and control of the COVID-19 virus among the police in Afghanistan. In the period under review, the project achieved the following:

- Support MoIA, General Directorate of Health Services to operationalize a lab testing facility and hospital facilities to diagnose, quarantine and treat infected personnel: Three COVID-19 hospitals became operational in Mazar-e-Sharif, Kunduz and Herat, each equipped with 40 beds. Overall, five hospitals were operational in Jalalabad, Mazar-e-Sharif, Kunduz, Herat and Gardez and a testing facility was operational in Kabul. At the end of quarter 2, a total 15,630 clients had been screened, 458 patients had been quarantined and 74 had been admitted for COVID-19.
- Police personnel are protected and aware of minimum risk reduction measures to prevent COVID-19 in the course of their day-to-day work: By mid-July 2021, the MOIA had conducted 5,880 Covid-19 tests, of which 2,103 (34.23%) had been positive. Inclusive of all testing facilities, the MOIA General Directorate of Health (GDH) had registered 2,664<sup>3</sup> cases of COVID-19 among the ANPs. The MOIA had also distributed 52.6 percent of all PPE and Hygiene kit items received (including the items delivered by the COVID-19 project) to the provincial police headquarters and police districts.
- MoIA communications on COVID-19 supported for extensive dissemination of preventive measures to ANP personnel in Afghanistan: The project, in collaboration with MOIA Directorate of Health and MOIA Media and Communications teams designed four posters covering COVID-19 Prevention and Infection control to support awareness on minimum protection, vaccination and COVID-19 regional hospitals. MOIA disseminated six thousand copies of each poster to the provinces.

Planned procurements were prolonged as some equipment and supplies were out of stock as well as disruption of international flights and subsequent movement restrictions.

## ANTI-CORRUPTION WINDOW

In 2021, there were no projects under the Anti-Corruption thematic window funded through the MPTF.

## STEERING COMMITTEE

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<sup>3</sup> This number includes Covid-19 tests not conducted by MOIA, for instance MOPH.

In 2021, LOTFA held three LOTFA Steering Committee meetings in May, August and November where important decisions were made.

Steering Committee meeting of 5 May: The Steering Committee approved five decisions at this meeting

- Decision 1: Approval of LOTFA Risk Assessment Report and Risk Management Strategy
- Decision 2: Approval of incentive claims for Regional Targeting Team (RTT) and Combined Situational Awareness Room (CSAR) for 48 ANP personnel
- Decision 3: Approval of Back Pay Policy
- Decision 4: Approval of Pledging Form
- Decision 5: Interim Strategy: NATO Transition and the Coordination of Support to MOIA

Steering Committee meeting of 11 August: The Steering Committee approved four decisions at this meeting

- Decision 1: Approval of LOTFA Strategy and LOTFA TOR. This decision came with the approval to implement a single window covering all aspects of payroll and support to the police programming with anti-corruption, human rights and gender equality becoming cross cutting issues across the programming spectrum. Consequently, LOTFA would move from having Payroll, Security and Anti-corruption windows to a single window called Payroll and Support to the Police.
- Decision 2: Approval of HRDDP reports
- Decision 3: Approval of transfer of \$50 million from MPTF to SPM
- Decision 4: Mid-term evaluation

Steering Committee meeting of 4 November: The Steering Committee approved four decisions at this meeting

- Decision 1: Deferment of the 11 August 2021 LOTFA SC decision on the implementation of a single window (Payroll and Support to the Police). Consequently, the single window remains frozen.
- Decision 2: Call off the approval of the transfer of \$50 million from LOTFA MPTF to Support to Payroll Management Project (SPM)
- Decision 3: Call off the approval to proceed with the Mid-term Evaluation
- Decision 4: Closure of LOTFA projects

While the projects have been closed, the fund as well as the single window, Payroll and Support to the Police, are not closed; and the window can be reactivated when the situation allows.

In addition, with strategic guidance from the Special Representative to the Secretary General for Afghanistan, in March 2021, the Trust Fund hosted the LOTFA Summit to respond to six issues raised by donors regarding:

- UNDP fiduciary role and any associated fee, as appropriate, clarified and implemented.
- UNDP policy reform proposals, including backpay and incentives implemented.
- Plans to ameliorate UNDP budgeting and financial planning, including review of timing and amount of donor commitments coordinated and delivered.
- TFMU restructure, roles, responsibilities, and outputs implemented.
- Donor key concerns - particularly on human rights, anti-corruption, and gender mainstreaming - addressed via a bespoke action plan.
- Initial technical evaluation (with CSTC-A) of GDPDC salary payment feasibility through APPS delivered.