

大会  
安全理事会Distr.: General  
3 March 2017  
Chinese  
Original: English大会  
第七十一届会议  
议程项目 36  
阿富汗局势安全理事会  
第七十二年

## 阿富汗局势及其对国际和平与安全的影响

## 秘书长的报告

## 一. 引言

1. 本报告系根据大会第 [68/11](#) 号决议和安全理事会第 [2274\(2016\)](#) 号决议提交，上述决议要求我每三个月报告一次阿富汗境内的事态发展。
2. 本报告提供了自 2016 年 12 月 13 日我的前任发布报告([A/71/682-S/2016/1049](#))以来联合国在阿富汗活动的最新情况，包括重要的人道主义、发展和人权工作情况。本报告还概述了与阿富汗有关的主要政治和安全事态发展以及区域和国际事件。本报告附件根据安全理事会第 [1868\(2009\)](#) 号决议，评估了自 2016 年 3 月 7 日我的报告([A/70/775-S/2016/218](#))发表以来在达到有关基准和指标方面取得进展的情况。

## 二. 相关事态发展

3. 阿富汗政府继续面临政治、经济和安全方面的重大挑战。阿富汗总统阿什拉夫·加尼和首席执行官阿卜杜拉·阿卜杜拉继续为改善工作关系开展双边讨论。有关第一副总统阿卜杜勒·拉希德·杜斯塔姆在据称朱兹詹省前省长遭非法拘留和虐待中所发挥作用的调查工作已启动。几个重要的政府职位依然空缺。新组建的选举管理机构为实施选举改革和筹备今后的选举采取了初步步骤。政府还继续推行了其反腐议程。同时，与古勒卜丁伊斯兰党之间的和平协议执行进程加速，包括取消对古勒卜丁·希克马蒂亚尔的制裁，但是政府与塔利班之间的和平会谈



未取得明显进展。区域一级的多边参与有所增加。安全局势继续恶化，安全部队与塔利班之间的武装冲突在 2016 年达到最高纪录，2017 年冲突同样频繁。记录显示，暴力侵害平民行为继续频繁发生，导致儿童伤亡人数以及境内流离失所者人数显著增加。安全局势严峻，仍然给服务交付带来挑战。经济形势依然脆弱，经济增长率持续较低，投资率也较低。

## A. 政治事态发展

4. 自上一次报告以来，总统和首席执行官继续努力改进工作关系。两位领导人就协商任命高级官员以及政府高级官员之间的权力分享和责任下放机制进行了讨论。

5. 12 月 13 日，朱兹詹省前省长艾哈迈德·伊斯基公开指责第一副总统于 11 月末将其非法拘留数天，并指称他在被羁押期间遭到性虐待。政府宣布对指控进行调查，总检察长于 12 月 21 日正式指名杜斯塔姆先生为嫌疑人。迄今为止，第一副总统拒绝遵从总检察长有关进行讯问的传唤。第一副总统领导的政党——阿富汗伊斯兰民族运动内的知名人士指责政府试图将乌兹别克族社区边缘化，并组织了示威，以抗议政府对待第一副总统的方式。

6. 总统继续对批评者和反对派人士开展外联活动，其中包括阿富汗最大的政治反对派团体中的两个团体，即阿富汗保护和稳定理事会以及圣战和民族党高级委员会(High Council of National and Jihadi Parties)，以及巴尔赫省省长 Atta Mohammad Noor。反对派团体继续对政府施加压力，要求其任命职务和作出其他方面的让步，但对总统和首席执行官的公开批评有所减弱。

7. 国民议会于 11 月举行针对 7 名部长的不信任投票，这些人依然前途未卜。其中 6 人仍继续任职，但最高法院尚未作出有关不信任投票是否符合宪法的裁决。政府内的一些职位仍由代理官员担任，其中包括矿业与石油部长、独立地方治理局局长、信息与文化部长、信息和通讯技术部长以及部落事务部长。

8. 1 月 21 日，和平高级委员会主席 Pir Sayed Ahmad Gailani 去世。据称当时政府正在规划拟订新的阿富汗国家和平与和解战略。

9. 政府与塔利班之间的和平进程没有取得明显进展。在阿富汗政府于 12 月 13 日提出请求之后，2 月 3 日将古勒卜丁伊斯兰党领导人古勒卜丁·希克马蒂亚尔从第 1267(1999)号决议受制裁个人名单中除名。之后，与该团体达成的 2016 年 9 月 29 日和平协议的执行工作取得了进展。古勒卜丁伊斯兰党代表继续就释放囚犯以及预计将从巴基斯坦返回的有关人员的住宿安排等问题与政府进行谈判。希克马蒂亚尔先生有可能返回喀布尔，这引起了政治对手的关切，他们认为由希克马蒂亚尔领导的统一的古勒卜丁伊斯兰党有可能成为阿富汗最大的政党。人权倡导者对该协议表示关切，因为协议未充分涉及受害人的怨愤以及涉嫌侵犯人权行为的问题。

10. 本报告所述期间，联合国阿富汗援助团（联阿援助团）为支持当地的和平举措，协助开展了若干活动，以解决长期土地纠纷和消除其他紧张和冲突根源。

11. 2016 年 11 月任命的独立选举委员会和独立选举投诉委员会采取了有关落实选举改革和筹备今后选举的初步步骤。独立选举委员会已启动工作，内容包括开展有关选区的技术研究，并将结果提交政府；拟订有关选民登记的建议；重新划分投票中心和拟订选举时间表。委员会还于 1 月 17 日和 30 日就选区和选民登记问题与利益攸关方举行了协商会议。独立选举委员会公开重申，它致力于根据选举法编制以投票中心为基础的选举人名单，其发言人宣布不会使用国家电子身份证进行选民登记。2 月 10 日，独立选举委员会发言人宣布，将于 2018 年举行议会和县议会选举。独立选举投诉委员会与选举利益攸关方进行了接触，并于 1 月 30 日与民间社会组织签署了一份谅解备忘录，概述了双方今后开展合作的条件。

12. 独立选举委员会还启动了首席选举干事职位征聘工作。1 月 12 日，委员会致信总统，并提名了 3 名候选人，但 7 名委员中只有 4 名委员署名。1 月 26 日，首席执行官发言人公开表示不能接受这 3 个被提名者，原因是据称缺乏资格，而且与前任委员有关联。2 月 3 日，选举监督团体批评政府保持沉默，呼吁作出维护委员会独立性的决定。

## B. 安保

13. 2016 年全年和 2017 年，总体安全局势继续恶化。联合国记录了 23 712 起安全事件，与 2015 年相比增加近 5%，是联阿援助团记录的单年度最高数。战斗尤其普遍的地区仍然是赫尔曼德、楠格哈尔、坎大哈、库纳尔和加兹尼这 5 个南部和东部省份(那里的事件占全部记录案件的 50%)，但冲突的地理范围扩大，塔利班在阿富汗北部和东北部以及西部法拉省的活动增加。法拉、昆都士、赫尔曼德省拉什卡尔加和乌鲁兹甘省塔林科特这些省会城市由政府控制，但塔利班继续对此施加压力。国际和阿富汗的空中支援以及阿富汗特种部队的部署依然对坚守这些城市发挥至关重要的作用。11 月底，塔利班攻占了坎大哈省戈拉克县行政中心，使塔利班宣称由其控制的县总数达到 14 个。此外，有关一些县由何方控制的问题引发争议，有报道称塔利班控制的阿富汗领土比例增加。战斗性质继续演变，2016 年，塔利班与政府安全部队之间的武装冲突数目增加 22%，占有安全事件的 63%，其中大多数是由塔利班发起的。然而，2016 年的简易爆炸装置袭击继续下降，比上一年减少 25%。

14. 2016 年 11 月 18 日至 2017 年 2 月 14 日，联合国记录了 5 160 起与安全有关的事件。与 2015 年同期相比，事件增加 10%，与 2014 年同期相比，事件增加 3%。2017 年 1 月记录的武装冲突数目比 2016 年 1 月增加 30 次，达到 1 877 次，这是联合国记录的 1 月最高数目。简易爆炸装置袭击事件与 2016 年同期相比增加了 11%。塔利班还加大了对赫尔曼德省的压力，包括 1 月底和 2 月初在桑金县发起了激烈战斗。

15. 1月10日，在坎大哈省省长在官邸为到访外交官和贵宾举行的晚餐上，一枚简易爆炸装置被引爆，包括阿拉伯联合酋长国6名外交官在内的13名平民死亡，另有19人受伤。2月15日，在袭击中受伤的阿拉伯联合酋长国大使因伤势过重死亡。没有任何团体声称对此次袭击负责。

16. 阿富汗安全部队继续面临巨大挑战，特别是在其作战能力方面。指挥和控制、领导力以及后勤领域存在不足，自然减员率居高，对士气、招募和可持续性产生重大影响。冲突不断加剧导致安全部队和塔利班的伤亡人数都日益增加。伤亡和擅离职守人数不断增加，造成损失，但是重新入伍率和留用率太低，不足以弥补。截至2月，军队官兵人数和阿富汗国家警察人数分别达到预计人数的86%和94%。

17. 伊拉克和黎凡特伊斯兰国-霍拉桑省(伊黎伊斯兰国-霍拉桑省)继续保持在楠格哈尔省南部、库纳尔省和努尔斯坦省的存在。虽然阿富汗国防和安全部队在国际军事部队支持下开展了扫荡行动，但到2016年年底据报他们又返回此前被驱离的地区。

18. 在本报告所述期间，发生了涉及联合国人员的21起事件，其中包括7起恐吓事件、一起简易爆炸装置相关事件、7起刑事相关事件和盗窃联合国一部车辆的事件。

## C. 区域合作

19. 在本报告所述期间，阿富汗及其邻国之间的双边外交联络显著增加。但是，阿富汗和巴基斯坦之间的双边关系依然紧张。在1月10日坎大哈市有人实施自杀式袭击之后，国家安全顾问哈尼夫·阿特马尔和坎大哈省警察局长 Abdul Razziq 等阿富汗官员公开将此次袭击归咎于外国行为体。抗议者在喀布尔的巴基斯坦大使馆外以及该国驻坎大哈和赫拉特领事馆外举行了游行示威，呼吁政府中断与巴基斯坦的外交关系。2016年12月31日，最近任命的巴基斯坦陆军参谋长贾韦德·巴杰瓦将军致电阿富汗陆军参谋长、阿富汗总统和首席执行官。巴杰瓦将军还于1月15日致电阿富汗总统，就1月10日坎大哈袭击表示哀悼，并讨论了安全问题合作事宜。但是，在巴基斯坦境内发生一系列袭击之后，双边的紧张局势再次加剧。巴基斯坦高级官员将其中一些袭击归咎于驻阿富汗境内的叛乱分子。这些事件发生后，巴基斯坦关闭了与阿富汗之间的边界，禁止一切车辆和行人通行，并实施了针对阿富汗境内涉嫌好战分子的跨界炮击。

20. 1月9日和10日，阿富汗外交部副部长希克马特·卡尔扎伊率领一个阿富汗代表团前往塔什干，参加阿富汗-乌兹别克斯坦之间的第一轮政治对话。1月11日，首席执行官率领一个高级别代表团前往德黑兰，并在访问期间会见了伊朗伊斯兰共和国总统哈桑·鲁哈尼，就有关在安全和政治问题上支持阿富汗的事宜进行了讨论。在1月10日的坎大哈袭击后，外交部长萨拉胡丁·拉巴尼于1月17日率代表团前往阿拉伯联合酋长国。随后，阿富汗总统于2月11日和12日访问

阿拉伯联合酋长国，向袭击受害者家属表示哀悼。2月6日至8日，拉巴尼先生访问了莫斯科，会见了俄罗斯联邦外交部长谢尔盖·拉夫罗夫，以讨论经济和安全事项等一系列问题的合作。双方重申了一个共同立场，即塔利班应该参与实现和平进程的建设性对话。

21. 区域一级的多边参与有所增加。12月4日，在印度阿姆利则举行了第六次亚洲心脏地带(后续行动)部长级会议。12月27日，中国、巴基斯坦和俄罗斯联邦在莫斯科举行的三边会议上就阿富汗不断恶化的安全局势进行了讨论。阿富汗外交部一名发言人反对未邀请阿富汗参加此次会议。2月15日在莫斯科举行的下一次会议的与会国扩大至6个国家，包括阿富汗、印度和伊朗伊斯兰共和国。俄罗斯联邦外交部在会后发表声明，指出与会者同意加快支持阿富汗和平进程的努力，并宣布将邀请中亚各国出席有关阿富汗问题的下一次区域会议。

22. 在本报告所述期间，经济合作也有所增加。1月23日和24日，乌兹别克斯坦外交部长阿卜杜勒阿齐兹·卡米洛夫访问喀布尔，其间宣布了一份双边经济路线图，预计两国之间的年度贸易额将从2016年的4.29亿美元增至2017年的15亿美元。卡米洛夫先生会见了阿富汗总统和首席执行官，并与阿富汗外交部长拉巴尼先生签署了5份谅解备忘录。

### 三. 人权

23. 在2016年以及一直到2017年，人权状况进一步恶化，战斗造成的平民伤亡人数继续增加。2017年2月6日，联阿援助团发布了2016年关于武装冲突中保护平民的年度报告。报告的结论是，平民越来越多地受到阿富汗冲突后果的影响，联阿援助团记录的单年度平民伤亡人数是自2009年以来最多的。联阿援助团记录了11 418名平民伤亡(3 498人死亡，7 920人受伤)，比2015年增加了3%。全年与冲突有关的暴力还毁坏家园、生计和财产，造成数千家庭流离失所，限制人们获得教育、保健和其他服务。联阿援助团认为，61%的所有平民伤亡由反政府分子造成，24%由亲政府部队造成，其中20%是阿富汗国家安全部队、2%是国际军事部队、2%是亲政府武装团体造成的。亲政府部队和反政府分子之间的地面交战仍是造成平民伤亡的主要原因，共造成4 295人伤亡(1 070人死亡，3 225人受伤)；其次是引爆简易爆炸装置、复合式和自杀式袭击以及定点击杀和故意杀害。

24. 联阿援助团记录显示，伊黎伊斯兰国-霍拉桑省团体针对政府文职行政部门、部落长老和礼拜场所的袭击越来越多。联阿援助团认为，2016年，899名平民伤亡(209人死亡，690人受伤)由伊黎伊斯兰国-霍拉桑省团体造成，2015年为82人(39人死亡，43人受伤)。其中，大多数伤亡是针对少数族裔什叶派穆斯林社区的有规律的蓄意教派袭击造成的。伊黎伊斯兰国-霍拉桑省团体声称对2016年7月23日、10月11日和11月21日的三起不同的袭击负责，这些袭击的目标是居住在喀布尔的什叶派穆斯林社区成员。

25. 在本报告所述期间，反政府分子继续蓄意袭击文职政府官员，包括妇女。12月21日，塔利班声称对喀布尔一名议员的家遭受的复合式袭击负责，袭击使8名平民遇害，另有7人受伤。除1月10日坎大哈省省长官邸遭反政府分子袭击外，同一天，喀布尔的议会行政大院也遭到自杀式袭击。塔利班声称对袭击负责。袭击中34名平民遇害，另有75人受伤。2月7日，在喀布尔的最高法院外发生了一起自杀式袭击，在袭击中，20名平民遇害，至少40人受伤。

26. 儿童继续过度受到暴力伤害。2016年间，国家监测和报告任务组记录了1707起经核实的杀害和残害儿童事件，造成3512名儿童伤亡(923人死亡，2589人受伤)，比2015年增加了24%。在2016年第四季度，任务组核对了440起事件，造成1009名儿童伤亡。死亡的268名儿童包括200名男童、66名女童和2名未查明性别的儿童；受伤的741名儿童包括520名男童、216名女童和5名未查明性别的儿童。关于冲突各方招募和使用儿童的情况，2016年，任务组记录了57起事件，涉及招募或使用91名男童。这些儿童的大多数是反政府分子招募或使用的。

27. 2016年12月4日，应司法部长请求，联阿援助团发表了对阿富汗少管所的全面评估报告，衡量了遵守关于被剥夺自由青少年待遇的联合国国际标准的情况。联阿援助团在评估报告中指出，阿富汗少管所出现了积极的趋势，也概述了亟需为阿富汗青少年改善羁押中的教育条件和改造后的照管，以帮助他们重返社会。现在，联阿援助团正在支持司法部落实提出的建议。截至2016年12月31日，有122名男童因与国家安全有关的指控，包括因与武装团体有关联，被关押在帕尔旺成年人最高警戒拘留设施中。

28. 保健和教育设施及其工作人员继续成为袭击目标。2016年，联阿援助团核对了119起针对保健服务设施或保健工作者的与冲突有关的事件，这些事件造成23名平民伤亡(10人死亡，13人受伤)，42名平民被绑架，与2015年记录的数字大体相当。此外，联阿援助团记录了23个医疗设施被占领和用于军事目的。在2016年最后一个季度，国家监测和报告任务组使用自己的方法，记录了31起经核实的针对保健设施和保健相关人员的事件。2016年，联阿援助团核对了94起针对教育设施和教育相关人员的与冲突有关的事件，比2015年减少了20%，这些事件造成91名平民伤亡(24人死亡，67人受伤)，对儿童接受教育产生了不利影响。联阿援助团继续记录到武装冲突当事方把教育设施用于军事目的。2016年，联阿援助团记录了42个教育设施被用于军事目的，主要是阿富汗安全部队所为，安全部队占领或使用了34所学校。

29. 暴力侵害妇女行为依然猖獗。12月17日，坎大哈国际机场一家安保公司的5名女性承包人员在上班路上被身份不明的武装男子杀害。此外，联阿援助团记录了反政府分子12月15日在巴德吉斯省处决了1名妇女，在加兹尼省发生了两起因“道德罪”指控而鞭笞妇女的事件。12月25日，反政府分子在萨尔普勒省将1名妇女

斩首，此前，据报这名妇女曾公开批评塔利班的作法。1月26日，在法拉省，一群塔利班战斗人员杀害了一名50岁妇女，当时，他们企图找到这名妇女的姐妹，也就是原来的目标，但没有得逞，她是一名阿富汗国家警察。2月1日，在巴达赫尚省费扎巴德县，武装袭击者杀害了一名18岁女青年，据报原因是她拒绝了塔利班“影子”省长的提婚。联合国继续支持在9个省的11个妇女保护中心和5个家庭指导中心，这些中心为有需要的妇女提供救生和基本服务，此类中心共有37个。

30. 在本报告所述期间，省行政当局继续建立性别平等和妇女事务委员会，负责把具体的性别平等举措纳入各省政府部门工作的主流。现在，委员会在至少12个省运作。12月5日，政府推出了《2016-2020年消除暴力侵害妇女行为战略和行动计划》。1月9日，由国民议会下院和上院议员组成的联合委员会核准了消除骚扰妇女和儿童行为法的修订案文。该法正等待总统核可。但是，在安全理事会第1325(2000)号决议执行工作国家行动计划的执行方面，有关经费的讨论依然没有定论。同时，国家安全委员会已开始起草打击暴力极端主义战略，正在与各利益攸关方进行磋商。

31. 关于刑法改革，1月，现行1976年《刑法典》的一个附件获得国民议会批准并得到总统核可。它将侵占土地(首次)、误报资产和非法致富定为刑事犯罪。9月，内阁原则上核准了修订后的《刑法典》。目前，法治和反腐败高级理事会正在审议《刑法典》，然后将把它提交给国民议会。

#### 四. 喀布尔进程的执行和发展援助的协调

32. 阿富汗的经济状况仍然脆弱。按照世界银行的最新估计，2016年的增长率为1.2%，比2015年略有增加，但仍稍低于先前的预测。政府继续进行财政改革，并在12月报告超过国际货币基金组织确定的2016年国内收入目标，与2015年相比，按名义价值计算增长34%，按实际价值计算增长27%。然而，投资者对安全和该国提供利商环境的程度感到关切，继续对投资者信心产生不利影响。

33. 国民议会核准了阿富汗回历1396财政年度（公历2016/17年度）国家预算，并在1月23日颁布了预算。国家预算为64亿美元，比上一年预算减少7.7%。削减最大(超过4.15亿美元)的领域是安全部门，原因是内政部和国防部的燃料采购费用被放在“预算外”，通过双边方式进行采购和供应。进一步削减了卫生和经济治理预算。基础设施预算也有削减，但基础设施部门2016/17年度预计将收到超过一半的发展支出。与上一年预算相比，政府自筹资金的发展项目的预算也减少了8%。

34. 联合国国家工作队启动了对联合国发展援助框架的中期审查。2016年10月在布鲁塞尔举行会议，主题为联合国发展援助框架的执行情况。在此后举行的讨论中，一些在喀布尔的捐助方表示它们进行类似的战略规划或审查活动，并同意协调讨论，以期形成共同的背景分析。此类讨论于1月19日在喀布尔开始，重

点关注的问题是在准入不断减少的背景下交付服务的重要性，采掘业在发展中的作用，人道主义举措和发展举措之间的联系，创造就业机会的挑战，与民间社会组织互动协作以及数据的可靠性、处理和解释问题。

35. 政府继续推进反腐败议程。1月29日，反腐败司法中心新的永久房地在喀布尔落成。到目前为止，该中心已审理6个一审案件，其中3个案件的定罪判决在上诉中得到确认，包括一起复杂贪污案件，该案被告共有9人，涉案金额360 000美元。1月9日，反腐败司法中心审判庭判定对内务部一名少将的贿赂指控成立，并判处他14年监禁。2月15日，一名县警察局长被判犯有洗钱罪，并被判处3年监禁。中心检察官最近就涉及数亿美元的贪污指控，对城市发展部副部长提出起诉，对他的审判正在进行中。为起草全国反腐战略和反腐败法，改革政府的预防和监督机构，继续进行了协商。

36. 2016年12月7日，内阁批准了独立土地管理局提议的土地管理法，将在2017年3月6日国民议会再次开会时提交，供其核准。该法律草案规定侵占土地为刑事犯罪，加强了该管理局在土地登记和所有权管理方面的作用，并为妇女提供了更多的土地保有权保障。

37. 政府继续努力改善国家以下各级的治理。独立地方治理局采取措施，调整所有能力建设、监测和评价方案。1月24日，提出了一项新的能力建设战略，以供在政府内部进行协商。已开始通过择优方式，征聘34名妇女状况专家以及34名监测和评价专家，目的是将性别平等视角纳入地方行政当局工作的主流。这些专家将设在各省长办公室。2016年，在政府努力确保择优征聘公务员的努力中，所有新的任命都通过择优方式进行，使通过择优任命的总人数达到53名县长(14%)和5名副省长(15%)。共有20名市长(12%)由总统直接任命。

38. 为增加阿富汗国家警察中女警官的人数，在联合国开发计划署支持下，在土耳其锡瓦斯对250名新征聘的女警察进行了培训。1月5日，新聘用人员完成了四个月的培训方案，并被分配到阿富汗国家警察各岗位。然而，警察部队中女警官的总人数仍不到2%。

## 五. 人道主义援助

39. 在2016年以及一直到2017年，人道主义状况进一步恶化，冲突造成的新的境内流离失所人数前所未有，620 000多名难民和无证件阿富汗人从巴基斯坦返回，使情况变得更加复杂。2016年，在34个省中的32个省，记录的新增境内流离失所者人数为651 751人，其中，超过45%的人在10月至12月间变得流离失所。这是该区域记录到的最多的境内流离失所者人数，220个县记录了冲突造成的流离失所，总体比2015年增加了38%。2017年到目前为止，新近流离失所者为12 863人，在34个省中，已有17个省记录了某种程度的强迫流离失所。联



联合国和非政府组织向流离失所民众提供人道主义援助，包括现金、医疗服务和用品、住所、粮食和非粮食物品。

40. 2016 年下半年，通过联合国难民事务高级专员公署（难民署）自愿遣返方案返回的难民人数激增，使情况进一步恶化。至 12 月 31 日，共有 370 102 名阿富汗登记难民从巴基斯坦返回，2 290 人从伊朗伊斯兰共和国返回，185 人从其他国家返回。12 月 15 日，难民署暂停了冬季在现金发放中心的活动。2017 年 2 月 15 日的阿富汗、巴基斯坦和难民署三方会议期间决定，4 月 1 日恢复遣返方案。大量的监测结果表明，回返者把重返社会现金赠款(每人平均 400 美元)用于满足紧迫的需求。通常，现金赠款在两至三个月内用尽。

41. 2016 年下半年，从巴基斯坦递解出境和回返的无证件阿富汗人也大幅增加，抵达人数超过 214 000 人，而 2016 年前六个月的抵达人数为 34 000 人，该年总人数为 248 189 人。这一趋势在 2017 年继续；截至 2 月 11 日，已有 8 300 名无证件的阿富汗人从巴基斯坦返回，接近于 2016 年整个第一季度的人数(9 335 人抵达)。从伊朗伊斯兰共和国返回的人数保持稳定，每月平均为 30 000 至 40 000 人。2017 年这一趋势也在继续，截至 2017 年 2 月 11 日，从伊朗伊斯兰共和国返回的无证件阿富汗人为 39 151 人。在从巴基斯坦返回的人中，7 563 人为自发返回，737 人被递解出境。在从伊朗伊斯兰共和国返回的人中，20 912 人为自发返回，18 239 人被递解出境。从巴基斯坦返回的人员继续称，离开的主要原因是巴基斯坦警方维持治安的力度加大和自身地位的不确定性增加，包括担心被驱逐出境。预计在难民署遣返方案恢复时，回返者人数将增加。

42. 在阿富汗，许多新近流离失所和回返的阿富汗人依然很容易面临二度或再次流离失所的情况，原因是冲突的严重程度和范围不断扩大，商品价格上涨，以及在回返者聚集的地区、特别是巴格兰省、喀布尔省、昆都士省、拉格曼省和楠格哈尔省，缺乏服务和就业机会。尽管贾拉拉巴德和喀布尔等大城市中心成为首选目的地，特别是对于无证件的回返者，但城市环境的吸收能力有限，特别是获得土地、医疗保健和教育的机会有限。2 月 14 日，通过了回返者和境内流离失所者的政策框架，框架涉及的问题包括统筹开展支助工作，自由选择安置，提供身份证以及拟订回返者和境内流离失所者行动计划。

43. 2016 年，阿富汗人向欧洲的移徙减少。在 362 000 名海路抵达者中，大约有 42 000 名阿富汗人，占抵达人数的 12%。这与 2015 年相比大幅减少，当时，阿富汗人占估计 100 万抵达人数的 21%。与此同时，2016 年，从欧洲返回的人数大幅增加，国际移民组织(移民组织)协助 6 864 人回返，2015 年此类人员为 1 419 人。2016 年 11 月 1 日至 2017 年 2 月 11 日，移民组织为 1 045 名从欧洲自愿回返的人提供了援助。在秋季，数个欧洲国家的政府同阿富汗政府签署了若干双边重新接纳协定。此外，阿富汗政府与欧洲联盟商定了共同推动解决移民问题框架，其中包括重新接纳和回返规定。

44. 2016 年，阿富汗继续收容大量逃离 2014 年在北瓦济里斯坦专区开始的军事行动的巴基斯坦难民。到 2016 年底，此类难民人数达到 125 000 人。大多数难民居住在有部落联系的收容社区，不过，在霍斯特省修建了一个大约可容纳 20 000 人的营地。人道主义合作伙伴把干预措施的重点放在促进自给自足和满足最弱势群体需求上。2017 年初，难民长老和巴基斯坦联邦管辖部落地区代表达成协议，少数难民因此返回了巴基斯坦。大多数难民表示，如果没有获得在巴基斯坦原籍地区能得到保护和重返社会援助的进一步保证，他们打算继续留在阿富汗。

45. 继续有记录表明人道主义援助准入受到限制，主要原因是不安全。2016 年共登记了 200 起影响到非政府组织、联合国和其他国际人道主义组织的事件，而 2015 年为 255 起。2016 年，共有 15 名援助人员丧生，26 人受伤，而上一共有 66 人丧生，91 人受伤。2016 年共有 121 名援助人员遭到绑架。袭击援助人员事件在 2017 年 1 月再次增加，报告了 42 起事件，2016 年 1 月则为 17 起事件。在阿富汗的保健人员和设施继续受到影响，2017 年 1 月在全国各地发生了 29 起事件。2 月 8 日，红十字国际委员会本国工作人员途经朱兹詹省时遭到袭击，6 人遇害。安全事件总体减少，主要原因是安全措施加强，人道主义援助的范围缩小。安全和准入限制给消灭脊髓灰质炎的努力带来了特别大的挑战。就通行问题进行对话后，阿富汗东部地区的通行情况有了改善，得不到援助的儿童人数从 2016 年 8 月国家以下各级免疫活动时的 73 355 人减至 12 月活动时的 17 488 人。

46. 由于返回新近冲突或过去冲突地区的阿富汗回返者人数众多，而且他们易受伤害，联合国和排雷行动伙伴向回返者提供地雷和战争遗留爆炸物风险教育。自 1 月以来，16 391 名回返者接受了此类教育。此外，2016 年 11 月 1 日至 2017 年 1 月 31 日，排雷行动伙伴已在地雷行动处协调下，宣布 37 个社区为无雷区。因此，在 12.05 平方公里区域，大约 10 000 人能够在社区内自由行动，包括上学和从事农业和商业活动。然而，据估计，仍有 3 635 个雷场、318 个战场和 59 个受污染的射击场，影响到 1 527 个社区，同时压盖简易爆炸装置仍构成威胁。

47. 2017 年 1 月 21 日，政府和联合国呼吁为人道主义应急计划捐助 5.5 亿美元，旨在满足 570 万人的最紧迫人道主义需求。此数额的增幅为 13%，原因是冲突继续并不断扩大，造成民众流离失所越来越多。共有约 930 万人需要人道主义援助。2016 年，人道主义应急计划有 83.8% 的资金到位。2016 年，人道主义资金总额达 5.354 亿美元。其中，在指定用于人道主义应急计划预期活动的 3.39 亿美元所需资金中，已收到 2.841 亿美元。

## 六. 禁毒

48. 罂粟种植和鸦片生产在 2015 年下降，但本报告所述期间再次增加。12 月 24 日，阿富汗禁毒部在联合国支助下，全文发布了《2016 年阿富汗鸦片情况调查报告》。如先前的报告所述，注意到罂粟种植比 2015 年增加了 10%，鸦片生产增加

了 45%。增加的主要是每公顷的产量增加,以及被铲除的罂粟种植区减少了 91%。2016 年 11 月 1 日至 2017 年 1 月 31 日,阿富汗执法当局共进行了 517 次禁毒行动,缉获了 1 076 千克海洛因、23 600 千克吗啡、15 370 千克鸦片、4 千克冰毒、266 933 千克大麻、686 片 K-Tablet (合成毒品)、32 024 千克固态前体化学品和 10 924 升液体前体化学品。此外,逮捕了 583 名嫌疑人,捣毁了 25 个海洛因加工实验室,缴获了 126 辆汽车、39 件武器、102 部移动电话和 7 台无线电设备。在这些行动中,1 名阿富汗国防和安全部队成员遇害,6 人受伤。

49. 新的禁毒法已在 2016 年获得部长会议批准,现已提交国民议会。1 月 27 日,联合国毒品和犯罪问题办公室发布了第一份阿富汗合成毒品情况的评估报告,报告表明,在鸦片使用者中,冰毒的使用越来越普遍。不仅阿富汗执法行动缴获的冰毒越来越多,而且有证据表明阿富汗西部存在生产设施。

50. 2017 年 2 月 1 日和 2 日在维也纳举行了第十三次政策协商小组会议。来自 30 个国家和 11 个组织的上百名与会者讨论了《维也纳宣言》的四个支柱,即区域合作和倡议、非法资金流动、前体化学品和减少毒品需求。2 月 3 日,在维也纳举行了阿富汗、巴基斯坦和伊朗伊斯兰共和国第十二次三方举措高级官员会议,以评估取得的进展,探讨今后开展合作,共同解决贩毒问题。三个国家再次承诺推动联合规划全面运作,并加强边境控制,包括建立机制,为交流信息和情报举行边境省指挥官和缉毒警察之间的边境会议,并定期举行三个国家禁毒机构负责人会议。

## 七. 特派团支助

51. 2016 年 11 月 1 日至 2017 年 1 月 31 日,联阿援助团执行了 195 次陆路任务和 16 次空中任务,安排了 580 次逆向外联任务,期间,县代表访问了联阿援助团外地办事处。

## 八. 意见

52. 阿富汗继续面临一系列错综复杂的挑战。冲突不断恶化,导致平民伤亡人数和境内流离失所者人数空前增多。回返难民和无证阿富汗人日益增加,使社会和经济状况更趋紧张。政府还继续面临内部和外部的政治挑战。为应对所有这些挑战,政府需继续下定决心。在这方面,总统与首席执行官保持协调一致的工作关系,依然至关重要。

53. 我欢迎继续采取步骤进一步落实选举改革,逐步筹备议会选举。政府最高级别致力于举行具有公信力和透明的议会选举,令人鼓舞。与选举改革是同样重要的是,必须增进公众对改革、机构、民主过程的信任。

54. 政府已努力改善财政管理,包括税收。今年,基础设施开支首次占发展支出的一半以上。从长远角度看,适当平衡基础设施发展与人力资本投资,对于促进

社会发展、增强公众对国家机器的信心具有至关重要的意义。该国青年人口庞大，既给提供就业带来挑战，也为国家的未来带来重要机会。

55. 政府推进了反腐议程，特别是其反腐败司法中心已开始办公。必须巩固这一成就，以全面落实政府的总体反腐议程，提高公众和捐助者对政府机构的信心。

56. 冲突再次加剧，武装冲突、复杂型袭击日益增多。面对日益升级的作战行动，阿富汗安全部队在国际部队支持下已显示出较强的应变能力。仍至关重要，国际社会必须继续按照北大西洋公约组织 2016 年在华沙举行的首脑会议期间所作的承诺，支持阿富汗安全部队。鉴于阿富汗安全部队伤亡率很高而且不断上升，为了确保其在下一年及以后可持续，关键因素包括发挥强有力的政治领导作用，采取有效措施增强指挥和控制体系，同时提高作战能力和士气。

57. 冲突使平民继续付出巨大代价。联阿援助团记录的平民伤亡人数达历年之最，部分原因是地面交战烈度不断上升。越来越多的儿童被打死打伤，这是不可接受的。我呼吁冲突各方紧急采取措施制止杀害和残害平民，并强调必须对违反国际人道主义法和人权法的行为追究责任。最紧迫的事项在于充分执行国家预防和减少平民伤亡的政策。袭击医疗设施、教育设施、卫生工作者、教育工作者的行为必须停止。

58. 2016 年，流离失所现象达到最严重程度。今年预计将有更多人从巴基斯坦返回，其中包括难民和无证阿富汗人。许多新的阿富汗境内流离失所者和回返者仍容易二次或反复流离失所，给这些群体造成令人担忧的影响，可能使其陷入长期贫困。我欢迎阿富汗政府拟议改变有关流离失所者和回返者的政策。需要设立中长期方案，吸收、融合已抵达和将继续抵达的众多回返者，确保他们顺利融入当地经济和社会。我赞扬政府参与和致力于处理这一问题，并敦促国际伙伴支持其努力。

59. 安全局势不断恶化，对平民造成影响，加深了阿富汗的人道主义危机。鉴于人道主义需求特别巨大，必须为国家 2017 年人道主义应急计划提供强有力的国际支持和充足的资金。

60. 冲突造成众多平民死亡，也突出显示迫切需要以政治方式解决冲突。和平仍然是当务之急。政府与古勒卜丁伊斯兰党的和平协定正在执行中。该协定的执行取得进展十分重要，能表明阿富汗政府和人民建立公正和平的意愿。为使和平进程取得牢固成果，同样重要的是政府要表明致力于履行其国际义务，确保对冲突各方以往的侵权行为追究责任，并切实将受害者的权利始终处于核心地位。

61. 我感到遗憾的是，政府和塔利班之间的直接会谈未取得切实进展。区域国家在任何进程中仍具有至关重要的作用，因为它们在为寻求和平创造条件方面能作出重要贡献。我呼吁所有有关国家继续努力。在这方面，阿富汗和巴基斯坦之间

保持建设性关系的重要性是众所周知的。我鼓励会员国支持政府和塔利班之间努力开展直接会谈。

62. 我注意到必须继续支持阿富汗和监测安全局势，谨请求安全理事会将定于 2017 年 3 月 17 日到期的联阿援助团的任期再延长 12 个月。在这方面，我重申联合国承诺维持与阿富汗的长期伙伴关系，这是在关于联合国驻阿富汗机构的三方审查委员会 2015 年 9 月向安全理事会提交的最后报告中提出的。我注意到现有任务在 2016 年全年得到了有效执行，特别是行使特派团的斡旋职能，在关键人权问题和捐助者协调方面进行参与，以及应政府请求支持国家加强优先领域的机构和能力。我还呼吁会员国继续提供必要支助，以维持我们在全国各地的参与和活动。

63. 我感谢在阿富汗的所有联合国工作人员以及我的特别代表山本忠通在极其不利的条件下继续全心全意履行我们的承诺，支持阿富汗人民。

附件\*

Progress achieved against benchmarks

**I. Security**

**Benchmark: sustainable Afghan security institutions and processes capable of ensuring peace and stability and protecting the people of Afghanistan.**

| Indicators of progress                                                                                                                   | Metrics                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
|------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Increase in the number of national police and national army personnel mentored, trained and operational according to an agreed structure | <ul style="list-style-type: none"><li>• As of November 2016, there were 160,667 personnel serving in the Afghan National Army and 7,660 personnel serving in the Afghan Air Force, adding to a total of 168,327 personnel, a figure 26,673 below the end-state objective for 2016. As of November 2016, 887 female personnel were serving in both the Afghan National Army and in the Afghan Air Force. As of November 2016, there were 147,635 personnel serving in the Afghan National Police, 9,365 below the end-state objective. As of November 2016, 2,635 female personnel serve in the Afghan National Police.</li><li>• According to reports it is estimated that the actual strength is likely as much as 20% lower for the Afghan National Defence and Security Forces than the figures given above, as a result of the so-called ghost soldiers/police officers.</li><li>• In the course of 2016, the North Atlantic Treaty Organization (NATO) Resolute Support (RS) Mission has continued to train, advise, and assist the Afghan National Defence and Security Forces.</li><li>• In 2016, the Ministry of Defense and the Ministry of Interior developed the <i>National Military Strategy</i> spanning a period of five years. It foresees an extensive reform of the Afghan National Defence and Security Forces. The <i>National Military Strategy</i> supports and fosters the Afghan National Strategic Planning System, which is comprised of the National Threat Assessment, National Security Policy, National Security Strategy, and the National Campaign Plan.</li></ul> |

注：本附件仅以英文分发。

\* 本附件印发时未经正式编辑。

## II. Peace, reintegration and reconciliation

**Benchmark: national dialogue and regional engagement to pursue constructive and inclusive process to foster a political environment conducive to peace.**

| <i>Indicators of progress</i>                                                                                                                                                                  | <i>Metrics</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Development and implementation of inclusive national and regional processes to enhance peace, reintegration and reconciliation efforts                                                         | <ul style="list-style-type: none"> <li>• On 11 January 2016, the Quadrilateral Coordination Group (QCG) consisting of Afghanistan, China, Pakistan and the United States met for the first time to discuss the Afghan peace and reconciliation process in Islamabad. Parties confirmed mutual efforts to facilitate an Afghan-led and Afghan-owned peace and reconciliation process to achieve lasting peace and stability in Afghanistan and the region. Three further QCG meetings were held.</li> <li>• On 21 September 2016 in New York, on the margins of the 71st UN General Assembly, India, Afghanistan and the United States held a round of trilateral consultations at which they reaffirmed shared interests in advancing peace and security in the region, as well as countering terrorism.</li> <li>• On 22 September 2016, a peace agreement was signed between the Afghan Government and Hizb-e Islami Gulbuddin (HIG). On 6 November 2016, the Afghan government and the HIG Joint Executive Commission for the implementation of the peace agreement officially started its work.</li> <li>• On 20 November 2016, a HIG delegation met with President Ghani to discuss the release of HIG prisoners, refugee repatriation and land distribution. Two days later, a HIG delegation visited Pul-e-Charkhi prison in Kabul and met HIG prisoners. All issues regarding the implementation of the peace agreement continue to be addressed by the Joint Executive Commission.</li> <li>• There were four meetings convened by Pugwash in 2016 related to peace and security in Afghanistan; 23-24 January 2016 in Doha, Qatar on “Peace and Security in Afghanistan”; 5 September 2016 in Kabul, Afghanistan on “moving towards peace in Afghanistan”; 22 November 2016 in Islamabad, Pakistan on “Pakistan-Afghan relations” and; 13 December 2016 in Kabul, Afghanistan on “peace in Afghanistan”.</li> </ul> |
| Increased ability by Afghan authorities to gather and provide substantiated, updated and accurate information to the Security Council Committee established pursuant to resolution 1988 (2011) | <ul style="list-style-type: none"> <li>• In 2016 the Government continued to provide substantiated, updated and accurate information to the Security Council Committee established pursuant to resolution 1988 (2011).</li> <li>• On 7 October 2016, the Analytical Support and Sanctions Monitoring Team submitted their Seventh report, pursuant to resolution 2160 (2014), concerning the Taliban and other associated individuals and entities constituting a threat to the peace, stability and security of Afghanistan. The report substantively built on information gathered and provided by the Afghan authorities.</li> <li>• On 13 December 2016, the Afghan Government submitted a request for the delisting of (QDi.088) Gulbuddin Hekmatyar from the United Nations ISIL (Da’esh) and Al-Qaida Sanctions List in order to support a signed</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |

Increased public support for the peace process through engagement at the community level and with civil society

peace agreement with the Hizb-i-Islami Gulbuddin. On 3 February Gulbuddin Hekmatyar was delisted.

- On 20 July 2016, independent Ulema from 15 districts of Baghlan province held a gathering in support of the role of religious figures in peace and reconciliation. Around 225 people participated in the gathering, including 150 ulema, as well as tribal representatives, Provincial Council members, Government officials, and civil society. At the conclusion of the gathering, a 10-point resolution was adopted declaring the ulema's full support for peace and reconciliation based on the Islamic principles. The event was supported by UNAMA.
- On 9 August 2016, 40 youth activists, including 11 women, from Balkh, Sar-e-Pul, Jawzjan and Samangan provinces came together in Mazar-e-Sharif for a regional conference on peace and reconciliation. The conference adopted a declaration calling on the Government and the international community to involve youth in the peace process. The event was supported by UNAMA.
- In 2016, the Steering Committee of the Afghan People's Dialogue on Peace, supported by UNAMA, finalized the 34 provincial road maps for peace. Seventeen of these provincial road maps were approved by the Steering Committee during the year and will be used for peacebuilding advocacy and initiatives by Afghan civil society actors across the country.
- Between September-December 2016, workshops were conducted by UNAMA working in tandem with the Afghan Independent Human Rights Commission (AIHRC) in all eight regions of the country aimed at building civil society capacity in peace and reconciliation processes through their strengthened advocacy for adoption of the recommendations contained in provincial road maps for peace.
- In 2016, UNAMA field offices carried out half a dozen local peace initiatives, offering mediation support to foster Afghan-led facilitation, mediation and reconciliation efforts on a provincial and district level. These included consultation, gatherings and jirgas with ulema, tribal representatives, Provincial Council members, Provincial Peace Council members, Government officials, and youth and women rights activists.
- On 26 October 2016, the annual Global Open Day event in Kabul on Security Council Resolution [1325 \(2000\)](#) on women, peace and security under the theme "Women and Violent Extremism in Afghanistan", was organized by UNAMA and UN-Women alongside 12 similar regional events across the country.



### III. Governance and institution-building:

**Benchmark: extension of Government authority throughout the country through the establishment of democratic, legitimate, accountable institutions, down to the local level, with the capacity to implement policies and to be increasingly capable of sustaining themselves.**

| <i>Indicators of progress</i>                                                                                                                                                                                        | <i>Metrics</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Increased ability by Afghan authorities and independent electoral institutions to manage and conduct genuine and periodic elections, with due regard to women's participation and constitutionally guaranteed quotas | <ul style="list-style-type: none"> <li>• In June 2016, the Ministry of Finance announced the Government's intention to allocate USD 31 million for the upcoming elections, of which USD 21 million is in-kind in the form of secondment of civil servants and teachers as polling staff.</li> <li>• On 25 September 2016, a new election legislation merging the Election Law and the Law on Structures, Duties and Authorities of the Independent Election Commission (IEC) and the Independent Electoral Complaints Commission (ECC) were published in the official Gazette. The new law was passed by legislative decree, and partially incorporated recommendations of the Special Electoral Reform Commission. The IEC was also tasked to prepare a technical study on Wolesi Jirga and Provincial Council constituencies within three months of its "establishment".</li> <li>• In October 2016, at the Brussels Conference on Afghanistan, the Afghan Government committed, in connection with the Self-Reliance Through Mutual Accountability Framework deliverables, to move towards "credible, inclusive and transparent elections," based on the Government's pledge to "implement in 2017 the essential electoral reforms and prepare for elections to further restore trust and confidence in the electoral process and its institutions."</li> <li>• On 22 November 2016, President Ghani appointed 12 new commissioners to the IEC and the ECC, including three women. The commissioners were appointed through a selection process that was open to civil society and the international community, in consultation with political figures, and following interviews by President Ghani, Chief Executive Abdullah and other stakeholders.</li> <li>• On 12 December 2016, the IEC initiated the selection process of the Chief Electoral Officer. On 12 January the Independent Election Commission recommended three candidates to President Ghani, in a letter signed by only four of the seven commissioners. On 26 January, a spokesperson for the Chief Executive publicly stated that the three nominees were unacceptable due to their alleged lack of qualifications and ties with previous commissioners.</li> <li>• In December 2016, the IEC commenced initial discussions on voter registration options, and started preparation of packages to assess and reallocate polling centers.</li> <li>• In December 2016, President Ghani established a multi-agency technical committee on delimitation of electoral boundaries which included the IEC.</li> </ul> |

Establishment of a Monitoring and Evaluation Committee and development of anti-corruption benchmarks

- On 9 April 2016, President Ghani requested continuous UN electoral assistance for the next elections. In response, a Needs Assessment Mission (NAM) was deployed in country from 11 to 19 May 2016, which recommended key decisions to be made. Upon the adoption of new election legislation and the appointment to the IEC and ECC, a desk study updated the NAM in January 2017. From 10 to 27 February 2017, a team was deployed to start discussions to formulate a project to provide electoral support, with concrete areas of support to be confirmed. UNDP continues to provide technical assistance through a modest Project Initiation Plan as a bridge towards more comprehensive support based on a request.
- In continuation of the Government's commitment to strengthen the oversight role of the Independent Joint anti-corruption Monitoring and Evaluation Committee (MEC), the Presidential Decree No. 115 declared MEC as an independent institution and obliged all government entities to regularly report on their implementation of MEC recommendations. MEC also issued its New Strategy (2016 to 2018) to actively work with Government institutions to implement anti-corruption reforms.
- MEC published two special reports. The first one focuses on vulnerabilities to corruption in the Ministry of Public Health and the second report discusses the vulnerabilities to corruption in the context of fuel and gas supply and import to the country.
- MEC also released its Tenth Six-Month Report, covering the period of January to July 2016. The report discussed, among other things, progress in the payment of pensions and benefits to retirees by the Ministry of Labor, Social Affairs, Martyrs and Disabled; and the establishment of a Procurement Review and Appeal Committee in line with the Procurement Law.
- As of December 2016, out of the total of 601 MEC recommendations since 2010, 201 were fully implemented, 196 partially implemented, 23 irrelevant and 181 pending implementation.

Empowerment of anti-corruption institutions to oversee a whole-of-Government approach to anti-corruption

- The Afghanistan Extractive Industries Transparency Initiative (AEITI) released its 4th Reconciliation Report in February 2016, covering Government revenues from the oil, gas and mining industries from 2012 to 2013 and is currently preparing its 5th report. AEITI is responsible for Afghanistan's compliance with the requirements for its membership in the Extractives Industries Initiative (EITI) a global standard to promote the open and accountable management of oil, gas, and mineral resources.

---

*Indicators of progress**Metrics*

---

- As part of the Government's increasing efforts to implement its anti-corruption agenda and Self-Reliance through Mutual Accountability Framework (SMAF) commitments, the anti-corruption plans of the five revenue-generating ministries (i.e. Ministry of Finance; Ministry of Mines and Petroleum; Ministry of Commerce and Industries; Ministry of Transport and Civil Aviation; and Ministry of Communication and Information Technology) have been formulated and submitted to the Cabinet in October 2016 for review.
- In September 2016, the Secretariat of the High Council on Rule of Law and Anti-corruption started consultations with stakeholders on the drafting of the national anti-corruption strategy. Subsequently, the Office of the President took over consultations on the formulation of the national anti-corruption strategy. To advance the government's fight against corruption, UNAMA together with the international community has facilitated the stakeholders anti-corruption working group to include relevant government partners, particularly the High Council Secretariat as well as civil society, in following up on the government's anti-corruption commitments in the previous international conferences (i.e., Brussels and London anti-corruption conferences). UNAMA also facilitated donor anti-corruption working group meetings for a consolidated position of the international community and coherent support to the government in this area.
- Self-Reliance through Mutual Accountability Framework (SMAF) deliverables called for a Memorandum of Understanding (MoU) between Government and Civil Society which was signed in late 2015. Though there were limited activities under the MoU in 2016, the existence of the MoU itself was an enabling factor in Afghanistan becoming a member of the Open Government Partnership (OGP) in December 2016. At the London Anti-Corruption Summit in May 2016, Afghanistan committed to increase access to information and support civil society participation. UNAMA has continued to liaise with the Administrative Office of the President on further steps of the government in implementing OGP commitments, particularly providing necessary support to enable civil society's participation in the process.
- Afghanistan improved its ranking in the Transparency International's Corruption Perceptions Index 2016, placing it in 169th position with a four-point increase in the score (from 11 to 15). The Government attributed this to its establishment of anti-corruption bodies.
- In the course of 2016, the government and judicial institutions designed, established, developed and made operational the Anti-Corruption Justice Center (ACJC) with national jurisdiction, which has already adjudicated seven anti-corruption cases and is formally investigating dozens of high-level cases.

| <i>Indicators of progress</i>                                                                                                      | <i>Metrics</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Annual publication of asset declarations of public officials                                                                       | <ul style="list-style-type: none"> <li>• In line with commitments in the Self-Reliance through Mutual Accountability Framework (SMAF), nine senior state officials, including the President and the Chief Executive Officer, 25 Cabinet ministers, and 26 provincial governors registered their assets with the High Office of Oversight and Anti-corruption (HOOAC). Asset verification and publication have not started yet.</li> <li>• On 4 May 2016, the High Office of Oversight and Anti-corruption (HOOAC) proposed strict sanctions on public officials who fail to register their assets. This proposal entailed dismissal of 15 Provincial Governors for failing to comply. However, the HOOAC's proposal has not been adopted nor implemented.</li> </ul>                                                                          |
| Increased capacity of civil servants at the central, provincial and district levels to discharge functions and deliver services    | <ul style="list-style-type: none"> <li>• In an effort to improve the quality of service delivery in the public service, the Civil Service Institute trained 2,572 civil servants in computers applications, English language, human resource management and admin/finance management. The number of staff trained represents 89 percent of the target number of 2,879. Out of the 2,572 trainees, 1,488 were from the central Government and 1,084 from the provincial administrations. Women represented 30 per cent of the participants.</li> <li>• In 2016, 106 staff from IDLG attended various capacity trainings in India. The trainings were organized by the Indian Government Civil Service Institutions, in line with the MoU signed between the Independent Directorate for Local Governance and the Indian Government.</li> </ul> |
| Increased transparency and effectiveness of civil service appointments                                                             | <ul style="list-style-type: none"> <li>• As part of the Government's efforts to ensure merit-based civil service recruitments all new appointments were appointed through a merit-based process led by the Independent Directorate of Local Governance (IDLG), bringing the total number of merit based appointments to; 53 (14%) out of 383 district governors, and 5 (15%) out of 34 deputy provincial governors. In addition, 20 (12%) out of 165 Municipal Mayors were appointed through a competitive process led by the President and the IDLG.</li> </ul>                                                                                                                                                                                                                                                                              |
| Strengthened civil service reform supported by a comprehensive approach to capacity-building and donor-funded technical assistance | <ul style="list-style-type: none"> <li>• On 9 August 2016, the President appointed his Senior Advisor on Strategic and Public Relations as the new Chairman of the Independent Administrative Reform and Civil Service Commission (IARCSC). However, he was unable to assume this position, leaving the IARCSC without substantive leadership. To address this gap, the President appointed the deputy head of the Administrative Office of the President to manage IARCSC's operational functions.</li> <li>• The revised civil service law, which was formulated in 2015, continues to undergo review, due to the protracted bureaucratic processes involved. These two developments have adversely impacted the implementation of civil service reforms and capacity building</li> </ul>                                                   |

| <i>Indicators of progress</i>                                                                                                     | <i>Metrics</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|-----------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Implementation of the subnational governance policy and development of subnational regulatory, financing and budgetary frameworks | <ul style="list-style-type: none"> <li>• In line with commitments in the Self-Reliance through Mutual Accountability Framework (SMAF), in January 2016, the Independent Directorate of Local Governance (IDLG) launched consultations with national and subnational institutions and with civil society, with support of UNAMA, on the draft revised Subnational Governance Policy. Subsequently, comments from all 34 provincial administrations and selected government ministries, as well as civil society networks were received and incorporated. Later in the process, the donors provided consolidated comments to the draft policy. The draft policy is currently awaiting Cabinet review. The gap created by the delayed appointment of the IDLG leadership has impacted the Policy's approval and dialogue at the highest political level.</li> <li>• The guidelines for annual provincial planning were developed. Their function is to orientate provincial level authorities in the planning process.</li> <li>• Local Administration Law amended and submitted to the Lower House. The process was sponsored by IDLG, the Office of the President and technically led by the Ministry of Justice. This law, once enacted, will regulate the affairs related to subnational governance administrative units, including provincial departments, district offices and municipalities.</li> <li>• In 2016, the draft Municipal Law has been in an ongoing review process between the Office of the President, IDLG, the Ministry of Justice, Kabul Municipality and other stakeholders. A timeframe for the finalization of the draft law has not been identified, yet. In addition, the Municipal outreach framework and Municipal Advisory Board guidelines were developed and endorsed and the solid waste management guideline developed and implemented.</li> </ul> |
| Development and publication of criteria for administrative boundaries                                                             | <ul style="list-style-type: none"> <li>• National and international institutions continue to use the 2009 internal boundary data set, as stipulated by the Independent Directorate of Local Governance and the Geodesy and Cartography Head Office.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| Establishment of adequate infrastructure for functioning Government institutions, especially at the subnational level             | <ul style="list-style-type: none"> <li>• Citizen's Service Centers were constructed in four provinces (Bamyan, Daikundi, Paktya and Panjshir).</li> <li>• 13 Provincial Governor's Offices (PGO) were equipped with internet infrastructure to improve IT management systems in the PGOs.</li> <li>• 11 Municipalities were provided with internet connections to enable communication with their constituents.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Establishment of credible and accessible judicial and penal systems that respect and uphold the human rights of all citizens      | <ul style="list-style-type: none"> <li>• The National Anti-Corruption Justice Center (ACJC) was established and operational from June 2016. The ACJC conducted six trials, so far, resulting in the conviction of 16 individuals, including individuals charged with bank embezzlement, land grabbing, bank employees, a senior prosecutor and a General at the Ministry of Interior. Trials were held open to the public and in a transparent manner for individuals on major corruption charges. Three of the six trials were affirmed on appeal before the ACJC. Upcoming cases include at least two Major Generals of the Ministry of Interior, the Deputy Minister for</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |

Urban Development. Further dozens of cases are currently undergoing formal ACJC prosecutor investigations.

- The Afghanistan Independent Bar Association recorded 2677 lawyers in Afghanistan, of which 712 are female.
- On 18 April 2016, implementing a request of the Central Prison Directorate, UNAMA released a comprehensive review of prison health services in 31 of 34 Afghan provincial prisons to assess compliance with the Mandela UN international minimum standards of treatment. The report concludes that progress has been made in several key areas but substantial work remains to be done. Pursuant to a recent agreement with the Ministry of Public Health (MOPH), prisoners in nearly all Afghan provincial prisons have free access to basic health services either through MOI prison clinics or referrals to MOPH civil hospitals. UNAMA continues to work with national and international counterparts to implement the report's practical recommendations.
- The newly revised Penal Code was drafted in line with commitments in the Self-Reliance through Mutual Accountability Framework (SMAF). The draft legislation, which is still to be considered by Parliament, incorporates crimes in over 50 special laws; and is now consistent with United Nations Convention against Corruption, The Convention against Torture and the United Nations Transnational Organized Crime Convention, as well as modern best practices. The new draft Penal Code defines crimes of violence against women; and incorporates crimes against humanity, war crimes and genocide according to the Rome Statute.
- The Supreme Court and Attorney General Office advanced efforts combatting corruption in their own institutions. Both instituted strategies and action plans to counteract corruption under the guidance of the Second Vice President and the High Council of Rule of Law's Justice Committee.
- On 23 October 2016, UNAMA released the first comprehensive assessment of formal and informal dispute resolution mechanisms, which aim to resolve high-stakes conflicts over access to irrigation water. The report's key finding is that while the recently enacted Water Law provides a comprehensive regulatory scheme, water users continue to rely predominately on local "water masters" to resolve disputes traditionally. The report was presented to the responsible Afghan ministries, who are now supported by UNAMA in the implementation of the recommendations made in the report.
- On 4 December 2016, following the direct request of the Minister of Justice, UNAMA released a comprehensive assessment of Afghanistan's juvenile rehabilitation centers (JRC's) to measure compliance with UN international standards for the treatment of juveniles deprived of their liberty. The report found positive trends in Afghanistan's JRCs while also outlining a critical need to improve in-detention education and post-rehabilitation care for young Afghans to help them re-enter society.

*Indicators of progress**Metrics*

Continued international support is required for rehabilitation accommodation improvements, especially in JRCs that were not custom-built and fit for purpose. UNAMA is now supporting the Ministry on the implementation of the recommendations made in the report.

## IV. Human rights

**Benchmark: improved respect for human rights of Afghans, in line with the Afghan Constitution and international law, with particular emphasis on the protection of civilians, the situation of women and girls, freedom of expression and accountability based on the rule of law.**

*Indicators of progress**Metrics*

Reduction in the number of incidents of unlawful use of force and intimidation of civilians, through compliance by relevant actors with international law

- Between 1 January and 31 December 2016, UNAMA documented 11,418 civilian casualties (3,498 dead and 7,920 injured). Although civilian deaths decreased by two per cent in 2016, civilian injuries increased by six per cent and the overall civilian casualties increased by three per cent compared to 2015. The number of incidents resulting in civilian casualties increased by 12 per cent in 2016. UNAMA attributed 61 per cent of all civilian casualties to Anti-Government Elements and 24 per cent to Pro-Government Forces (20 per cent to Afghan national security forces, two per cent to international military forces and two per cent to pro-Government armed groups). Ten per cent of all civilian casualties resulted from cross-fire between Anti-Government Elements and Afghan national security forces thus could not be attributed to a specific party. Five per cent of civilian casualties resulted from unattributed explosive remnants of war. Ground engagements between Pro-Government Forces and Anti-Government Elements remained the leading cause of civilian casualties, accounting for 4,295 (1,070 deaths and 3,225 injured), followed by detonation of improvised explosive devices with 2,156 civilian casualties (700 deaths and 1,456 injured).
- The conflict severely impacted Afghan children in 2016, with UNAMA recording 3,512 child casualties (923 dead and 2,589 injured), a 24 per cent increase over 2015 and the highest number of child casualties recorded by UNAMA in a single year since 2009. This disproportionate rise in child casualties across Afghanistan in 2016 resulted mainly from a 65 per cent increase in civilian casualties from explosive remnants of war — most of whom were children.
- The Civilian Casualty Avoidance and Mitigation Board (CAMB) had been transferred from international military forces to the Afghan authorities on 26 January 2016 as advised by UNAMA. The board now functions as a focused mechanism for identifying areas for improving civilian casualty mitigation efforts. The CAMB drafted the national Civilian Casualty Prevention and Mitigation Policy that was approved at the deputy-ministerial level and further established a working group on 2 October 2016 to draft an action plan for its implementation. At its quarterly meeting on 15 November 2016, the CAMB focused discussion

|                                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
|----------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                        | <p>on devising plans by relevant ministries for implementation of the Civilian Casualty Prevention and Mitigation Policy once it has been endorsed by the National Security Council.</p> <ul style="list-style-type: none"> <li>• The Government established a senior-level Protection Working Group that held its first meeting on 30 June 2016 to facilitate a policy-driven dialogue on existing protection of civilian concerns and supporting implementation of improved practices to reduce civilian casualties.</li> <li>• In 2016, the Ministry of Defence drafted rules of engagement to prevent harm to civilians during operations against anti-government elements.</li> <li>• In its annual report for 2016, the Taliban claimed to document 5,232 civilian casualties between January and December 2016, of which “Americans and the stooge administration” caused 71 per cent (3,836 civilian casualties — 1,504 dead and 2,332 injured); Daesh/Islamic State of Iraq and the Levant-Khorasan Province, unidentified gunmen and local infighting caused 17 per cent (1,127 civilian casualties — 380 dead and 747 injured); and Taliban caused 12 per cent — namely 249 civilian casualties (120 dead and 149 injured). In 2016, the Taliban also established a “civilian casualty committee” under their military structure to investigate civilian casualty incidents in which their fighters were involved.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| Improved awareness by Afghans of their rights and by the Government of its obligations | <ul style="list-style-type: none"> <li>• Although the Government made little tangible progress in 2016 in meeting the commitments set out in its 2015 National Plan on the Elimination of Torture, the Government did renew its commitment to ratify the Optional Protocol on the Prevention of Torture with a new timeline of the end May 2017.</li> <li>• In May 2016, the National Assembly took action on Presidential Legislative Decree 76, issued in 2015. It rejected Article 10, a preventative detention measure that allowed the National Security Directorate to request the Supreme Court to intern or hold a person deemed likely to commit a national security crime for up to one year. The Assembly approved the remaining parts of the decree, thus retaining the amendments of the Criminal Procedure Code which allow for extended detentions by national security officials up to 10 days. The decree also gives prosecutors the discretion to extend that detention from 15 to 60 days. Thus, a judge’s review and order is not required until 70 days have passed, in violation of both the Afghan constitution and the International Covenant on Civil and Political Rights, art. 9, to which Afghanistan is a party.</li> <li>• In its November 2016 “Report on Preliminary Examination Activities in Afghanistan”, the Office of the Prosecutor of the International Criminal Court set out its determination that “there is a reasonable basis to believe that the war crimes of torture and related ill-treatment ha[d] been committed by Afghan government forces, in particular the intelligence agency (National Directorate for Security), and the Afghan National Police, since 2003.” In assessing its jurisdiction over these cases under the complementarity principle, the Court noted the Government’s failure to respond to multiple requests for information from the Prosecutor since 2008.</li> </ul> |



| <i>Indicators of progress</i>                                                                                                       | <i>Metrics</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
|-------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Improved impact of, and support for, legal and policy measures to combat violence against women and girls                           | <ul style="list-style-type: none"> <li>• On 31 January 2016, the President inaugurated a dedicated fund to sponsor emergency services for women survivors of life-threatening acts of violence, such as medical treatment and temporary accommodation. Actual functioning of these services, however, has so far been limited by inadequate contributions to the fund.</li> <li>• On 11 June 2016, the Government approved the strategy and action plan on the elimination of violence against women for the period 2016-2020, which was publicly launched on 5 December 2016.</li> <li>• With the aim of creating a protective, violence-free environment for women employed in the Afghan National Police, the Ministry of Interior on 11 July 2016 established a complaint mechanism to prevent and respond to sexual harassment against women police; however the mechanism has not yet become fully functional. UNAMA serves as one of four international organizations that have been requested to provide technical support to the complaint mechanism.</li> <li>• On 9 November 2016, the Wolesi Jirga approved a law on the elimination of harassment for women and girls. On 25 December 2016, the Meshrano Jirga reviewed the law and proposed amendments to the text to be agreed upon by a joint commission comprised of members of both houses.</li> <li>• Based on findings stemming from questionnaires with 178 government employees (113 women) and focus-group discussions carried out with 19 ministries and the Independent Directorate of Local Governance, on 25 October 2016, the Ministry of Women's Affairs launched the report "Workplace obstacles: Analysis and Recommendations" in which it highlighted the persistence of work-related harassment and determined other workplace obstacles hampering the presence and expansion of women workers in government institutions. The report provides a basis upon which efforts can be made to address them.</li> </ul> |
| Improved awareness of, and support for, legal and policy measures related to combating impunity and furthering transitional justice | <ul style="list-style-type: none"> <li>• In 2016, UNAMA closely monitored Government peace and reconciliation initiatives, such as the activities of the High Peace Council in adopting its five-year strategy and the peace agreement between the Government and Hezb-i-Islami (Gulbuddin). The Afghanistan Independent Human Rights Commission and transitional justice civil society groups have voiced concerns over the provisions on judicial immunity in the peace agreement and called for the rights of victims to be respected in the peace process.</li> <li>• In October 2016, a letter from the UN High Commissioner for Human Rights to the President in October 2016 expressed concerns about the peace agreement and reminded the Government of Afghanistan's international obligations not only to hold accountable persons responsible for grave violations of human rights and international humanitarian law violations, but also to respect the rights of victims and their families, without which peace and reconciliation are not sustainable.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| Government fulfilment of reporting requirements on international human rights covenants and conventions and implementation of       | <ul style="list-style-type: none"> <li>• In April 2016, pursuant to its obligations Article 20 of the UN Convention against Torture and Other Cruel, Inhuman and Degrading Treatment, Afghanistan submitted its Second Periodic Report to the UN Committee against Torture. The Report was submitted under the simplified reporting</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |

*Indicators of progress*

*Metrics*

the recommendations from the Human Rights Council Universal Periodic Review of Afghanistan

procedure and consisted of a set of replies to queries raised in the “List of Issues” adopted by the Committee Session in 2010. Afghanistan’s Second Periodic Review will be considered by the 60th Session of the UN Committee against Torture.

- Also in 2016, Afghanistan ratified Protocol V to the 1980 Convention on Certain Conventional Weapons on Explosive Remnants of War, which sets out obligations concerning the removal of unexploded ordnance from the battlefield. Ratification should be followed by the implementation of direct measures to ensure the marking, clearance and/or destruction of explosive remnants of war in affected territories under its control.
- The Country Task Force on Monitoring and Reporting (created to implement the “Monitoring and Reporting Mechanism” on grave violations of children’s rights in situations of armed conflict) noted significant progress from the Ministry of Interior with regard to expansion of Child Protection Units in Afghan National Police recruitment centres, with 16 additional Units inaugurated in 2016, bringing the overall total to 21 throughout the country.
- On 28 July 2016, the President issued a directive for the establishment of a national committee to investigate and report on underage recruitment by Afghan security forces. While widely seen as a positive step, the initiative is based on self-reporting by the government.
- The Ministries of Interior and Education and the National Directorate of Security issued directives during the year to strengthen the protection of children. On 18 June 2016, the Ministry of Interior issued a directive prohibiting media exposure of children arrested on national security charges. On 4 June and 4 July 2016, respectively, the Ministry of Education propagated two directives to all security-related ministries highlighting Afghanistan’s commitment to the Safe Schools Declaration and calling on the security forces to stop using schools for military purposes. On 2 July 2016, the National Directorate for Security issued a directive instructing that children no longer be held in its detention facilities and the cessation of transfers of children to its maximum security prison. As of 15 December 2016, the National Directorate of Security had transferred 42 children to juvenile facilities throughout the country.

Increased capacity and commitment of the Government of Afghanistan and the Afghanistan Independent Human Rights Commission, as the Afghan national human rights institution, to respect, protect, fulfil and promote human rights

- In December 2016, the Afghanistan Independent Human Rights Commission held a national conference for the adoption of the National Action Plan for Protection of Human Rights Defenders in Afghanistan. This pivotal initiative promises to consolidate and strengthen efforts by civil society and international actors such as the EU and its partners to improve protection of human rights defenders in Afghanistan.
- In response to allegations in the media of widespread abuse of children by Afghan police in the southern region of the country, in January 2016 the Attorney-General’s office tasked the Afghanistan Independent Human Rights Commission offices in Kandahar, Uruzgan and Helmand provinces to present information to it and refer cases of sexually abused children. While widely seen as a positive step, the initiative is based on self-reporting by the government.

## Indicators of progress

## Metrics

- With regard to the practice of *bacha bazi* (“boy play”), the Afghan Independent Human Rights Commission led efforts during the year to prohibit and criminalize the practice, resulting in the production of final draft legislation in March 2016. In parallel, definitions and both protective and punitive measures linked to the practice have been included in the language of the revised penal code, as well as the Child Act, which remained under review.

## V. Economic and social development

**Benchmark: Government policies supported by the international community that promote sustainable economic growth and contribute to overall stability.**

## Indicators of progress

## Metrics

National priority programmes are designed and implemented with international support and endorsement

- In preparation for the 4-5 October Brussels Conference on Afghanistan the Government developed the new Afghanistan Peace and Development Framework (ANPDF), and which will serve as the overarching guidance for new National Priority Programs. The ANPDF replaces the Afghan National Development Strategy concluded in 2013.
- Progress has been made on the preparation of five out of 11 NPPs. In October, the Government inaugurated the Citizens’ Charter Afghanistan Project, the first phase of the 10-year Citizens’ Charter NPP. In line with commitments in the Self-Reliance through Mutual Accountability Framework (SMAF), the Government presented the concept papers of four other NPPs to the Brussels Conference on Afghanistan in October 2016: Women’s Economic Empowerment, Urban National Priority Program, National Infrastructure Plan, and the Comprehensive Agriculture Development Plan.

More equitable distribution of development assistance and Government expenditure throughout Afghanistan

- The implementation of the Provincial Budgeting Policy was piloted in four ministries: Ministry of Public Health, Ministry of Education, Ministry of Rural Rehabilitation and Development, and Ministry of Irrigation and Livestock. Relevant comprehensive guidelines for concerned Government agencies for effective implementation of the Policy were issued by the Ministry of Finance (MoF) on 22 March 2016. As a follow-up to the pilot and as part of the Provincial Budgeting Policy implementation, a total of US \$34 million (US \$1 million for each province) was allocated in the 2017 national budget for development projects.
- The Wolesi Jirga (Lower House of the Afghan Parliament) rejected the 1396 Budget (2017) on 21 December 2016, citing imbalance in the allocation of funds among the provinces and low execution rate of the development budget. This resulted in a regular consultation between the Parliamentary Finance and Budget Committee and the Ministry of Finance that resulted in

Increased revenue collection and sustainable growth based on Afghan resources

- some amendment to the draft budget. The budget was eventually approved by Parliament on 16 January 2017.
- The Government's ongoing initiatives, including anti-corruption efforts, contributed to higher than expected revenue collection in 2016. The revenues were reported at USD 2,4 billion compared to IMF projected revenues of USD 2,04 billion. The achieved revenue collection represents therefore a 20 per cent increase amidst low economic growth, currency devaluation, worsening security, and deteriorating trade relations. Most of the in revenue collection is attributable to effective collection of non-tax revenues and arrears, as well as revenues from ministries (Ministry of Urban Development Affairs and Ministry of Agriculture Irrigation and Livestock) and Da Afghanistan Bank. However, tax collection decreased for large and small tax payers by 8 per cent and 5 per cent respectively, while for medium tax payers tax collection increased by 16 per cent according to the preliminary report of the Ministry of Finance.
  - The World Bank's Doing Business Indicators have recorded Afghanistan's drop in ranking on the ease of paying taxes, where Afghanistan's rank dropped 13 places. Afghanistan's rank dropped one place, now ranking 183 of the 190 countries on the index. There was a major reform of the taxation system in 2016, which saw a doubling of the base business tax from two to four per cent, while a number of indirect taxes were also implemented. According to business owners, these new tax reforms are making it more difficult for them to keep their businesses profitable.
  - In addition to a decline in Afghanistan's rank on the ease of paying taxes, the World Bank's Doing Business Indicators survey recorded a deterioration in Afghanistan's rank on six of the remaining indicators used to assess the business and growth enabling environment in the country. The most significant declines were measured in the areas of starting new businesses, access to credit and amenities such as electricity. Afghanistan's overall ranking in the Doing Business Indicators survey, comprising a composite of all ten indicators, dropped by one place.
  - The World Bank estimated the GDP growth for 2016 in Afghanistan at 1.2 per cent, but projected a better growth rate for 2017 at 1.8 per cent. However, with population growth rates between 2 per cent and 3 per cent, this rate of economic growth would seem insufficient to maintain income levels, suggesting that poverty levels will increase.
  - On 13 December 2016, the Objections Review Directorate in the Ministry of Finance Afghanistan Revenue Department in the Ministry of Finance presented a report of a Taxation Working Group to donors. The aim of the report, which was developed in line with a commitment in the Self-Reliance through Mutual Accountability Framework (SMAF), was to identify challenges in tax collection that arise from the various exemptions provided to donor-funded initiatives, and to establish a mechanism for resolving questions. Consultations on the report will proceed in 2017, in line with SMAF commitments.

## VI. Regional cooperation

**Benchmark: sustained and effective regional coordination in support of prosperity, peace and stability.**

| <i>Indicators of progress</i>                                               | <i>Metrics</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|-----------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Improved coordination of regional bodies and increased regional investments | <ul style="list-style-type: none"> <li>On 8 April 2016, in the 24th Leading Committee in Ashgabad, stakeholders signed the Investment Agreement on the TAPI Pipeline. On 23 April, in Almaty, Afghanistan, Tajikistan, Kyrgyzstan, and Pakistan finalized the project implementation documents and made the final decision for putting the CASA 1000 in action.</li> <li>On 25 April 2016, the Afghan Foreign Minister met with the Foreign Minister of Turkmenistan to discuss developments regarding the TAPI project, expanding bilateral trade and the need for peace, stability and security in the region.</li> <li>On 12 May 2016, in Tursunza de Tajikistan, Afghanistan's Chief Executive, Pakistan's Prime Minister, Tajikistan's President, and Kyrgyzstan's Prime Minister jointly inaugurated the CASA-1000 project.</li> <li>On 16 May 2016, during the state visit of the Chief Executive to China, seven bilateral Cooperation Agreements were signed between both countries.</li> <li>On 23 May 2016, in Tehran, President Ghani, the President of the Islamic Republic of Iran and the Indian Prime Minister witnessed the signing of the Agreement on the Establishment of a Trilateral Transport and Transit Corridor. Its aim is to facilitate the flow of commerce between the three countries, potentially extending into Central Asia.</li> <li>On 4 June 2016, in Herat Province, the Afghan President and the Indian Prime Minister inaugurated the \$290 million Salma Dam hydroelectric power project.</li> <li>From 23 to 24 June 2016, in Tashkent, the Afghan President attended the 16th Shanghai Cooperation Organization (SCO). He had bilateral meetings with the Russian President, the Uzbek President, the Kazakh President, and the Kyrgyz President.</li> <li>On 19 July 2016, in Pakistan, representatives from Afghanistan, Pakistan and UNHCR met for the 27th Tripartite Commission Meeting. They signed the extension of the existing Tripartite Agreement governing voluntary repatriation until 31 December 2016.</li> <li>On 3 August 2016, in Urumqi China, the Inaugural High Level Military Leader Meeting on Quadrilateral Cooperation and Coordination Mechanism in Counter Terrorism took place and was attended by representatives of the Armed Forces of Afghanistan, China, Pakistan and Tajikistan. It was agreed to establish the "quadrilateral mechanism" to coordinate and support each other, including in the areas of intelligence sharing, anti-terrorist capability-building, and joint anti-terrorist training.</li> <li>On 5 August 2016, in Tehran, the Afghan Deputy Foreign Minister attended the third political consultation meeting between Afghanistan and Iran. Both sides emphasized</li> </ul> |

strengthening, consolidating and extending formal relations between the two countries and exchanged views on mutual cooperation in security and regional affairs, transit trade, economy, cultural relations, consulate and refugee affairs and extending interministerial relations and cooperation.

- On 7 September 2016, senior officials of Afghanistan and Iran attended a cross-border ceremony in Shamtigh in Iran to mark the completion of the Iranian part of the planned Khaf-Herat railway.
- From 14 to 15 September 2016, the Afghan President visited India and met with the Indian Prime Minister. The two leaders discussed the regional situation and expressed grave concern at continued use of terrorism and violence in the region.
- On 4 October 2016, in Brussels, President Ghani, Chief Executive Abdullah and Foreign Minister Rabbani participated in a side event to the Brussels conference on Afghanistan focused on Regional Economic Cooperation in Afghanistan. The high-level event focused on movement of energy, goods and data. It further identified 11 priority projects.
- From 18 to 19 October 2016, in Tashkent Uzbekistan, the Afghan Foreign Minister attended the 43rd session of the Council of Foreign Ministers of the Organization of Islamic Cooperation (OIC). In the margins, an extradition agreement with Uzbekistan was signed.
- From 3 to 4 November 2016, the Chief Executive attended the 15th Shanghai Cooperation Organization Head of Governments Summit in Bishkek. Afghanistan's Permanent membership in the organization was discussed.
- On 16 November 2016, in Baku, the Lapis Lazuli route agreement was finalized by Afghanistan, Turkmenistan, Azerbaijan, Georgia and Turkey. It needs to be signed by heads of states.
- In 2016, there were four meetings of the 6+1 group, which includes Afghanistan, China, India, Iran, Pakistan, Russia and USA. The meetings were held on 4 February in Berlin, on 6 June in Istanbul, on 22 September in New York and the last one on 2 December in Amritsar, India.
- In 2016, the Heart of Asia-Istanbul Process — supported by UNAMA through facilitation and the provision of good offices — held several meetings between participating countries and organizations to further confidence-building measures. On 4 March, in Delhi, a meeting of the Regional Technical Group of Trade, Commerce and Investment Opportunities Confidence Building Measure was held. On 10 March, in Tehran, a meeting of the Regional Technical Group of the Education Confidence

---

*Indicators of progress**Metrics*

---

- Building Measure was held. On 3 April, in Kabul, a meeting of the Regional Technical Group of the Counter-Terrorism Confidence Building Measure was held where seven activities were prioritized for 2016. On 6 September, in Ashgabat, a meeting of the Regional Technical Group of the Regional Infrastructure Confidence Building Measure was held. On 9 December, in Astana, a meeting of the Regional Technical Group of the Disaster Management Confidence Building Measure was held to review the implementation of activities in the 2016 Action plan.
- In 2016, the Heart of Asia-Istanbul Process, which was co-chaired by Afghanistan and India, held three Senior Officials' Meetings. On 26 April, in Delhi, a Senior Officials Meeting was held setting the theme "Addressing Challenges, Achieving Prosperity" for the 2016 Heart of Asia-Istanbul Process. On 23 September, a Senior Officials' meeting was held on the margins of the General Assembly in New York. On 3 December, the last Senior Officials' meeting of 2016 was held in Amritsar. UNAMA supported the Afghan Government in these meetings to help the process move forward.
  - On 4 December 2016, in Amritsar, the Heart of Asia-Istanbul Process Ministerial Conference was held with support of UNAMA. President Ghani and Prime Minister Modi inaugurated the conference. The Amritsar declaration focuses on the importance of regional collaboration in countering security threats common to the region, and to capitalize on economic opportunities. The declaration also calls for the development of a regional approach to counter radicalization, exploration of how to strengthen the growth of Small and Medium Enterprises in the region, as well as to continue the process of developing the Regional Counter Terrorism Strategy as per the 2015 Islamabad Declaration.
  - On 27 December 2016, a trilateral meeting of Pakistan, China and Russia took place in Moscow with a focus on Afghanistan. In addition to expressing concern about the rise of extremist groups and agreeing on continued efforts towards an Afghan-owned and Afghan-led peace process, both Russia and China stated that they will increase efforts for delisting members of the Afghan Taliban from the UN sanctions lists.
-

## VII. Partnership between the Government of Afghanistan and the international community

**Benchmark: coherent support by the international community for Afghan priorities within an Afghan-led coordination framework.**

### *Indicators of progress*

### *Metrics*

Increased percentage of aid aligned with the Afghanistan National Development Strategy and Government priorities

- In line with its current Aid Management Policy, the Government considers assistance delivered through on-budget mechanisms to be 100 per cent aligned with Government priorities, and in 2016 donors continued to retain the Self-Reliance through Mutual Accountability Framework (SMAF) commitment to deliver at least 50 per cent of Official Development Assistance (ODA) through such mechanisms. Donors also continued to adhere to the SMAF commitment to align 80 per cent of ODA overall with Government priorities. The Ministry of Finance Aid Management Directorate continues to collect data on, and to discuss alignment of, Official Development Assistance through the annual Development Cooperation Dialogues process, but did not publish data on overall alignment of aid in 2016, as new National Priority Programs are still being developed under the framework of the Afghanistan National Peace and Development Framework (ANPDF).

Improved accountability of procurement and contracting on behalf of the Government and the international community

- The National Procurement Authority (NPA) expanded the “Coalition of Reform”, mainly consisting of partners from civil society, private sector, the Government and international development partners. Under this framework, the NPA approved more than 2,000 large and medium contracts worth AFN 250 billion (US\$ 3 billion), resulting in AFN 18.3 billion (US\$ 270 million) worth of savings. It also blacklisted about 100 companies who failed to meet the requirements of transparency and accountability.

Strengthening of the Joint Coordination Monitoring Board in support of the Kabul process and as a means of regular review of progress on Afghan priorities and mutual commitments

- Co-chaired by the Minister of Finance and UNAMA’s SRSG, the Joint Coordination and Monitoring Board met twice in Kabul, on 4 April and 4 September, to review and advance Government preparations for the Brussels Conference on Afghanistan, and to review progress on joint commitments under the Self-Reliance through Mutual Accountability Framework (SMAF). The meetings featured remarks by President Ghani, Chief Executive Abdullah, and updates from a number of ministers and senior Government officials, as well as stakeholders from the Afghan private and civil society sectors. Civil society representatives voiced concern over the quality and pace of reforms, perceived corruption within the justice sector and the shrinking space for civil society and human rights defenders due to insecurity. International partners addressed the gathering on a range of subjects featuring both highlights of reform, development progress and areas for improvement.
- Much of UNAMA’s efforts in the area of donor coordination in



*Indicators of progress**Metrics*

2016 focused on facilitating the preparations for the Brussels Conference on Afghanistan in October. In addition to the Joint coordination and Monitoring Board meetings, regular discussions took place in existing fora chaired by the Ministry of Finance and UNAMA and involving the major donors. The issues discussed included efforts in the areas of anti-corruption, revenue generation, poverty and economic growth. In advance of the Brussels Conference on Afghanistan, UNAMA worked with Government and donors to elaborate a new set of “deliverables,” or priority reform commitments, under the Self-Reliance through Mutual Accountability Framework (SMAF). In follow-up to the Brussels Conference on Afghanistan, UNAMA continues to work with partners to facilitate progress on these commitments through regular working-level fora in Kabul.

- UNAMA also technically assisted Afghan civil society in the preparation of their position papers and statements for the JCMB meetings held in April and September 2016 and the Brussels Conference in October, and advocated for civil society representation in all these three meetings.
- UNAMA further provided technical advice to the Civil Society Working Committee (CSWC) in the selection of the 10 delegates to the Brussels Conference on Afghanistan; facilitated briefing/consultations between SRSG/DSRSG with 10 civil society delegates to the Conference; as well as consultations between civil society and Ministry of Finance; provided technical assistance to CSWC in following up in the aftermath of the Conference, especially where this Committee undertakes the steps to start with monitoring the implementation of Government and International Community’s Brussels commitments.

## VIII. Counter-narcotics

**Benchmark: sustained trend in the reduction of poppy cultivation, narcotics production and drug addiction.**

*Indicators of progress**Metrics*

Decrease in poppy cultivation, narcotics production and addiction rates

- Opium poppy cultivation in Afghanistan increased by ten per cent in 2016 with a total area under cultivation estimated at 201,000 hectares over the area of 183,000 hectares cultivated in 2015. Opium production in 2016 was estimated at 4,800 tons, representing a 43 per cent increase over the 3,300 tons produced in 2015.
- In 2016 opium prices increased in all regions of Afghanistan. At almost US\$ 0.9 billion or the equivalent of roughly 5 per cent of Afghanistan’s estimated GDP, the farm-gate value of opium production increased by 57 per cent in 2016 with respect to past year (not adjusted for inflation).

*Indicators of progress*

*Metrics*

Increase in effective interdiction and counter-trafficking efforts

- Helmand remained the country's major opium poppy cultivating province, followed by Badghis, Kandahar, Uruzgan<sup>1</sup>, Nangarhar, Farah, Badakhshan, and Nimroz. In 2016, the number of poppy-free provinces in Afghanistan decreased from 14 to 13. Opium poppy cultivation in Jawzjan, in the Northern region lost its poppy-free status, which it had regained in 2008. The average opium yield amounted to 23.8 kilograms per hectare, which was 30 per cent higher than in 2015.
- In 2016, Afghan law enforcement authorities conducted a total of 2,192 counter-narcotics operations which resulted in seizures of 4,759 kg of heroin, 47,048 kg of morphine, 48,022 kg of opium, 66 kg of methamphetamine, 686 MDMA tables, 352,171 kg of hashish, 72,231 kg of solid precursor chemicals, 15,034 Litres of liquid precursor chemicals. In addition to drugs, these operations led to the dismantling of 57 heroin and eight methamphetamine manufacturing laboratories, arrest of 2,548 suspects and seizure of 485 vehicles, 212 weapons, 347 mobile phones and seven radios.

Increase in licit agriculture and related private capital investment in areas previously used for poppy cultivation

- In spite of the 10 per cent increase in poppy cultivation and 43 per cent production in 2016, there was a positive progress noted in licit crop production and productivity. According to the Ministry of Commerce and Industries, trade figures increased by 20 per cent of which most were the export of not only dry fruits but vegetables and fresh fruits such as pomegranates, grapes and apples. These fruits were exported to Pakistan, United Arab Emirates and India.
- A survey of the Afghan Chamber of Commerce and industries (ACCI) indicates that the grape production increased by at least 20 per cent in Parwan, Samangan, Sar-e-Pol, Jawzjan, Herat and Kandahar provinces in 2016. In Parwan, the production of grapes was doubled while in Samangan the production increased from 7,000 tons in 2015 to 9,000 tons in 2016. Kandahar grapes were valued at US\$ 2.3 million and were mostly exported to Pakistan, India and UAE.
- A report by Ministry of Agriculture, Irrigation and Livestock (MAIL) indicated a nine and a half per cent increase in cultivation and production of wheat in Afghanistan. The report identified the harvest of four and a half million tons of wheat of which more than three and a half million tons were produced from irrigated land and around 850,000 tons from rain fed fields. The report also highlights the improved techniques used for the production of vegetables in Afghanistan but the lack of capacity and quality outputs remains a constraint in marketing the productions in the region and beyond.