

## QUARTERLY PROJECT REPORT [Q2, 2007]

### UNITED NATIONS DEVELOPMENT PROGRAMME AFGHANISTAN AFGHANISTAN SUB-NATIONAL GOVERNANCE PROGRAMME 01-04-2007- 30-06-2007



Afghan Provincial Council members meet with the Provincial Councils of Camarines Sur Province, Phillipines – June 07

**Project ID:** 00051486  
**Duration:** 2006-2011  
**Component (MYFF):** Service 2.7, Public administration reform and anti-corruption  
**Total Budget: \$43,000,000**  
**Unfunded:** \$38,000,000  
**Implementing Partners/Responsible Parties:** UNDP, Office of Administrative Affairs (OAA), Ministry of Interior (Mol), Independent Administrative Reform and Civil Service Commission (IARCSC)

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## **I. PROJECT IMPLEMENTATION CHALLENGES**

### **UPDATED PROJECT RISKS AND ACTIONS**

#### **Security**

The continuing situation of insecurity over the coming months, as anticipated by ISAF, may gravely impede programme implementation. Stabilization of the security situation in the country is beyond the control of ASGP. Nevertheless, steps and initiatives have been taken to build the capacity of governmental institutions to undertake the activities in the field where it will not be possible for the project to directly operate.

#### **Vacant positions within government**

ASGP support was provided to further build the capacity of the Training & Development Department (TDD) of the Independent Administrative Reform and Civil Service Commission (IARCSC). The position of TD & D Director is currently vacant, with the incumbent moving to the position of Director General of Civil Service Management Department. Lack of a manager and decision-maker in the department hinders the performance of some activities related to the project. It is vital that this position is filled as soon as possible; and ASGP ensures that it supports this process as much as possible to allow for further activities to be developed and the capacity of the directorate to be built further.

### **UPDATED PROJECT ISSUES AND ACTIONS**

#### **Limited Focus on Sub-National Governance Policy and Lack of Coordination among Different Stakeholders**

It will be important to have additional and well focused benchmarks for sub-national governance in the Afghanistan National Development Strategy as the current Afghanistan Compact benchmarks focus at the central level and are limited to Public Administrative Reform (PAR) while having no specific and focused benchmarks for sub-national governance. Although these do not currently exist, **steps** have now been taken towards creating these with the Ministry of Interior and ANDS with technical support being provided by ASGP international technical advisors. Specific benchmarks for subnational governance will help ASGP to be better focused on its delivery. (Please see progress under Output 1.2 below).

#### **Absence of Direct Communication Links with the Subnational Level**

Due to lack of facilities and infrastructure, communication between Kabul and other locations remains a significant hurdle. There is thus no means by which background data on **government structures** can be obtained through existing communication channels. MOI has submitted a proposal to enhance internet connectivity between MOI and **the provincial and district governors' offices and municipalities**. Having better communications facilities through internet connectivity between the centre and the provinces will help in providing a rapid response to the local needs, which will result in better public service delivery. For the time being, it takes weeks or even months for a letter to reach Kabul. The cost of this proposal cannot be met by ASGP alone; and efforts are being made by MoI and ASGP to encourage other projects to undertake certain aspects of this activity. ASGP will provide soft support such as training of staff and designing of the website.

**PRR process in MOI**

Some key officials are not sure whether they will retain their positions after reform. This uncertainty creates a hurdle to initiating PAR and policy work. In order to overcome this problem, the ASGP is assisting the MOI to establish a Reform Implementation Management Unit (RIMU) in line with IARCSC guidelines. ASGP is also helping MOI to complete its PRR at central and provincial levels. The establishment of RIMU at both levels is expected to expedite the PRR process.

**Project Implementation through Letters of Agreement with Government Partners**

ASGP builds the capacity of IARCSC, its regional offices and its provincial training centres. For this purpose, a Letter of Agreement was signed between UNDP and the IARCSC to facilitate speedy project implementation under GOA management. This arrangement will allow the IARCSC and the other government agencies to have a larger role in implementing the project during the direct implementation (DIM) phase and build their capacity for the national implementation (NIM) phase. Unfortunately, the IARCSC has not been allowed by Ministry of Finance to open a bank account; therefore it is necessary to find a solution within UNDP by seeing the possibility of allowing ASGP to open a separate account for the purpose of routing the money through that account for task implementation. This solution, which allows ASGP to have its own bank account and work directly with the government, will allow for all the planned programmes to occur in a timely manner.

## **II. IMPLEMENTATION PROGRESS**

During ASGP's second quarter of full implementation, the programme is working with its national partners in mobilizing their efforts in the three key component areas of the project.

### **Output 1.1: The capacity in MOI to design and regulate a new sub-national governance framework is developed**

The MOI, in consultation with ASGP, has drafted its civil administration strategy, implementation programmes and prepared a comprehensive capacity building plan. This includes building their capacity to design, develop and implement a strategic legal and institutional framework for sub-national governance for Afghanistan. The MOI proposes to sign a Letter of Agreement with ASGP to implement this capacity building plan, establish a training institute and provide internet connection to field offices, support the governors with advisory services, and strengthen the capacity of the government to facilitate a smooth transition to national implementation modality over a period of next three years. MOI has expressed its desire to have a RIMU with donor support and has made an application for a RIMU.

A study tour for MOI staff was organized by ASGP with the coordination support of UNDP Thailand, in order to introduce them to good practices in local governance, particularly in relation to the roles and functions of sub-national executive bodies and their relationship with the citizens and their elected representatives. It was very successful as it provided an opportunity for the Afghan delegates to observe the practical aspects of subnational governance and relate it to the Afghan context. They have collected the information on systems, procedures, policies which can be discussed in detail in Afghanistan for adaptation. In addition, a longer term relationship has been created with UNDP Thailand.

### **Output 1.2: A broad-based understanding of the current sub-national governance system is created**

MOI, with the assistance of ASGP, has drafted a sub-national governance strategy which will enable the MOI to put in place a system for the dissemination of information on sub-national governance. MOI has also drafted a project to be launched with the support of ASGP which will create an **information-clearing house (Information Gateway)** among all provincial and district governor offices and municipalities. This system will work as a gateway for information sharing on sub-national governance with the public, and will provide access to government policy, legislation and programme documents and materials. MOI also intends to use this portal as a learning tool to develop the understanding of its own staff on sub-national governance themes.

Five local consultants will be employed on Reimbursement Loan Agreement contracts in addition to the current team of three internationals and one national consultant to work on this initiative. These consultants will work mainly with the MOI and will ensure capacity building at the provincial level.

### **Output 1.3: The design of a revised strategic institutional framework for sub-national governance is in place**

The Ministry of Interior has drafted and approved its civil administration strategy and sent it to the Afghanistan National Development Strategy Directorate in order to merge it into the sectoral strategy. MOI has also drafted programmes and action plans for implementation of the strategy. During the second quarter, ASGP supported the MOI in organisational

restructuring, capacity building of human resources, merit based recruitment, developing systems for reporting, **monitoring of progress in the areas of programme & policy implementation, service delivery and** strengthening institutional framework for sub national governance.

**Output 2.1. A sub-national PAR strategy is finalized and participating Provincial Governor's Offices, district administration and municipalities are strengthened.**

ASGP worked with the Provincial Governor's Office of Balk in Mazar to document current practices and draft the following procedures: (1) registry procedures; (2) monitoring of references and cases; (3) filing system concept papers; (4) **procedures for Administrative Assembly**; (5) **administrative interface with the Provincial Council**; and (6) conduct of internal audits and inspections. These were done through a series of preliminary discussions with concerned sections. Drafts of the proposed procedures for discussion in consultation workshops were prepared were then prepared. These were first reviewed by the IARCSC and then shared with the Governor's office.

ASGP has worked with the Civil Service Commission to develop policy papers and guidelines on public administration restructuring and implementation reform. Work has also been done on the guidelines of the basic methodology for such a process and how to create a policy environment conducive to sustainable decentralization, with different examples provided from countries that have undergone similar processes.

**Output 2.2: Skills and knowledge civil servants to manage basic services upgraded**

The task of defining the core functions and activities of the Provincial Affairs Department of the CSC started in the second quarter, through workshops run by ASGP to support the eventual development of a master plan and work plan for the department as a whole. Additionally, ASGP conducted **capacity building activities** with the staff. Meetings with the regional offices of the Civil Service Commission in Kabul and the heads of the regional offices in Herat, Mazar and Kandahar were conducted to define their tasks. Information dissemination activities have also started with the publication and dissemination of ISLAHA, a magazine covering public reform issues, which is produced by the Civil Service Commission in Pashto, Dari and English. The first issue covered the establishment of the Civil Service Commission **training centres** in the provinces of Faryab, Maidan Wardak and Logar.

In cooperation with the M&E Department, ASGP and the Provincial Affairs Department are developing a programme to place M&E experts in all regional offices, to ensure the flow of information from the provinces to the centre to allow for the PRR process to be monitored. Current monitoring is done in an ad hoc fashion with little incorporation of lessons learnt.

An internship programme, to be funded by ASGP, has been created by the IARCSC Provincial Affairs Department and **Training Design & Delivery** staff with assistance from ASGP consultants to create a cadre of university graduates who will undergo a year's on-the-job training to improve their capacity for civil service delivery at the sub national level, thus supplying qualified recruits for the entire government.

A Training of Trainers (ToT) was designed for 80 sub-national trainers of the IARCSC in four sessions by TD&D staff with assistance from ASGP consultants. This training, which was planned and funded by ASGP, is for the trainers that work at the existing thirteen training centres. There will be a course for the training centre coordinators, the English trainers, the

computer trainers and the management trainers. The first course will be conducted by TOT trainers with facilitation by ASGP consultants in July 2007 for 10 days. 20 sub-national trainers will participate in this seminar with the assistance of ASGP.

Questionnaires and observation checklists for the monitoring and evaluation department of TDD/IARCSC have been designed and finalized with the assistance of ASGP advisors. The questionnaires and observation checklists were used in two civil service training centres for training targeting the Ministry of Mines and Ministry of Information and Culture to evaluate the effectiveness of the training.

To provide management advisory services to GoA agencies at national and sub-national level, experienced consultants from competent national firms were identified through an open bid process and will start their work by end of July 2007. The results of this work will be detailed recommendations on:

- Internal policies, procedures and standards for all management and administrative functions for the TDD and CSI.
- Standard Operating Procedures (SOPs) and standards for all Management and Administrative Functions for the TDD and CSI.
- Adoption and use of (SOPs) and Standards for all Management and Administrative Functions for the TDD and CSI.

### **Output 2.3: Management of public service delivery in participating provinces and municipalities is improved**

The ASGP Mazar Office worked with Balkh province and Mazar municipality to conduct a series of consultations with government officials and elders of all the districts in the municipality to discuss problems with service delivery. The consensus was that suggested solutions be piloted in one community first, with technical assistance from the ASGP. ASGP Mazar provided hands-on experience to the Balkh Provincial Council in M&E during a field practicum in the PC Seminar-Workshop. This resulted in the agreement of the PC committees to work with the Balkh provincial government and Mazar municipality in addressing the above problems.

A Municipalities Workshop had been designed and will take place in July. A pilot action programme consisting of four stages of interventions for municipal strengthening was developed. This was presented to the Director of Municipal Affairs and then to the Deputy Minister for Administrative Affairs of MOI. The initial targets for the implementation of the programme are the municipalities of Mazar-i-Sharif in Balkh and Maimana in Faryab. Questionnaires were prepared for building background information on municipalities, and have been subsequently tested in the Municipality of Kapisa.

### **Output 3.1: The capacity of elected sub-national representative bodies to undertake their roles in citizen representation; public service monitoring and conflict resolution is strengthened**

ASGP provided technical and financial support as well as facilitating a seminar-workshop on Participatory Project Planning, Monitoring and Evaluation for Provincial Councillors of Balkh Province. More than 60 participants from the Provincial Council (PC), Balkh Provincial Government, Mazar municipality, sectoral departments and Balkh University participated in the workshop; it also provided a venue for the PC members who joined the study tour to the Philippines in June to share their experiences with other PC members. The outputs of the

activity included: proposed action plans and budget related to PC monitoring and evaluation functions and capability building, creation of committees to work with the Provincial Government, the Mazar municipality and the sectoral departments in addressing urgent issues.

The Mazar ASGP Office is currently working with the Balkh Provincial Council in developing a questionnaire or survey form in order to gather information from the international community and NGOs. The information shall be used to prepare a profile of projects which the PC would be monitoring.

A capacity development strategy for PCs has been developed by ASGP consultants with OAA and presented to the PC Working Group for discussions. It will serve as a guide for coordinated capacity development for PCs.

A study tour was organised for PC members to the Philippines in order to expose them to the local government process, specifically legislative issues and the relationship between the legislative and executive as well as how citizens participate in local government processes.

### **Output 3.2: A platform to facilitate coalition building and networking among sub-national elected representatives created**

The Office of Administrative Affairs has been assisted in revitalizing and strengthening the PC Working Group to serve as a forum to facilitate cooperation and the mobilization of resources, including funds, to support PCs and to ensure that all strategies, processes and support mechanisms for the PCs (including donor strategies, processes and support mechanisms) are transparent, coordinated, focused, sustainable, and accommodate a high degree of flexibility and adaptability. Likewise, efforts are underway to formulate a concept paper and start discussions for the creation of a PC networking platform. Study tours along this area of inquiry are being planned to aid the discussions, which will augment the two study tours that have been undertaken/planned during the period (one in the Philippines and another in Indonesia) to introduce the PCs to practices in associations and networking.

ASGP also organised and funded the participation of UNDP Programme Officer, Masood Amer, in a short-term training course on sub-national governance in Istanbul, Turkey to enable him to promote the concept of networking among PCs.

### **Output 3.3: Citizen awareness and understanding of sub-national governance deepened**

ASGP is now assisting the Balkh and Faryab PC to formulate an M&E plan that will build PC capacity to undertake consultations and monitor events to promote greater awareness on development projects being implemented in the province. ASGP is providing this assistance alongside the assistance provided to OAA in the formulation of the PC monitoring and evaluation system.

### **Output 4.1: Capacity for national programme implementation within the life of the programme is established**

Capacity building in project management has started in all three government partner offices, in order to develop their strategies and functions within the central offices related to implementation support within the regions. In the CSC, this has involved defining tasks and structures as described in Output 2.2. Study tours and a capacity development strategy, as described under Output 3.1 for OAA and the PCs, have been designed and carried out. As the

progress reported under Output 1.1 and 1.2 describes, ASGP has worked with MOI to create a strategy on policy formulation training.

**Output 5.1: Capacity in Faryab Governor's office built to manage increasingly better public service delivery**

The team in Maimana has made contacts with the relevant provincial administration and has started creating development plans to include their needs for equipment and training. The plans will be completed by mid-July with action to be immediately initiated. One of the first activities will be a study tour of provincial officials to Bosnia and Kosovo to study the operation of local government systems in post-conflict settings.

The advisor will also work with the governor and the UNDP Afghanistan Information Management Systems (AIMS) project to help collect information and statistics on the province for preparation of a Provincial Development Plan within the next three months. AIMS will be working in both Mazar and Faryab to build the capacity of the Governors staff in information management and collection, such as database creation and application, GIS, municipal revenue sources, and service delivery expenditure patterns.

**Output 5.2: Elected representative bodies in Faryab province enabled to implement their functions in a professional manner**

The PC Head attended the study tour to the Philippines; and the incorporation of this new knowledge into the daily dealings of the PC will be monitored and facilitated by the advisor.

**Output 5.3: Faryab operations managed in an effective and efficient manner**

The office in Faryab has been set up; there is now an international staff member working to advise the governor and national staff assisting him. The office has been set up and contact with the training centre funded by ASGP has been made. This centre continues to train civil service staff members in computers, English and management. In order to find the gaps for ASGP's intervention and supporting the provincial training centres of the IARCSC, a plan for assessment of existing capacity of civil service sub national training centres, with the assistance of ASGP advisor, was designed and finalized in the last quarter. This plan was implemented in the current quarter in the northern region provinces including Faryab. It was also implemented in Balkh, Samangan, and Jawzjan by an ASGP advisor and IARCSC representative and the outcome of this assessment was reported.

**Gender Mainstreaming :**

ASGP is trying to ensure gender balance in all stages of the programme taken up by the government in accordance with the international commitment on gender mainstreaming. In all training programmes and exposure visits, ASGP is trying to consider the gender balance. ASGP has also suggested to IARCSC and Mol to keep gender balance in their recruitments under PRR/PAR.

### III. FINANCIAL STATUS AND UTILISATION

#### FINANCIAL STATUS

On 23 January 2007, UNDP approved a budget for ASGP of \$3,694,888, combining the Norwegian contribution of \$3,194,888 together with \$500,000 from UNDP.

A project budget revision incorporating the Canadian and Italian funding received in 2007 (totalling \$1,236,601) will be presented to the Project Board for approval at end July 2007.

**Table 1: Contribution Overview as of 31 July 2007 [2006-2011]**

DONOR NAME	CONTRIBUTIONS		CONTRIBUTION BALANCE
	Committed	Received	
UNDP	500,000	500,000	-
Norway	3,194,888	3,194,888	-
Italy	374,532	374,532	-
Canada	862,069	862,069	-
<b>TOTAL</b>	<b>4,931,489</b>	<b>4,931,489</b>	<b>-</b>

\*CIDA has indicated a possible additional contribution of CDN 7 million to the project.

#### FINANCIAL UTILIZATION

Note: All quarterly financial utilization figures are provisional and subject to later adjustment.

Between April and June 2007, ASGP expended \$1,035,616 of donor funding from UNDP and Norway. Expenditures during the reporting period mainly covered the costs of national and international staff salaries, one short-term consultancy, office setup and equipment, and one PC conference.

**Table 2: Quarterly Expenditure by Activity [1 Jan – 30 Jun 2007]**

ACTIVITY	DONOR	BUDGET 2007	EXPENDITURE				BALANCE [as of 30 Jun 2007]	DELIVERY [as of 30 Jun 07]
			Q1 [Jan - Mar 07] Programmable	Q2 [Apr - Jun 07] Programmable	Q1 & Q2 GMS	TOTAL [Jan - Jun 07]		
ACTIVITY01	UNDP	-		256	-	256		
Support to Policy	Norway	208,073	-	159,579	12,011	171,590		
<b>Support to Policy Subtotal</b>		<b>208,073</b>	<b>-</b>	<b>159,835</b>	<b>12,011</b>	<b>171,846</b>	<b>36,227</b>	<b>83%</b>
ACTIVITY02	UNDP	-	(93,146)	851	-	(92,295)		
Support to PAR	Norway	1,920,806	143,481	380,303	39,425	563,208		
<b>Support to PAR Subtotal</b>		<b>1,920,806</b>	<b>50,335</b>	<b>381,153</b>	<b>39,425</b>	<b>470,913</b>	<b>1,449,894</b>	<b>25%</b>
ACTIVITY03	UNDP	-	46,181	97,226	-	143,407		
Public to Provincial Council	Norway	360,000	44,304	176,010	16,583	236,897		
<b>Public to Provincial Council Subtotal</b>		<b>360,000</b>	<b>90,485</b>	<b>273,236</b>	<b>16,583</b>	<b>380,303</b>	<b>(20,303)</b>	<b>106%</b>
ACTIVITY04	UNDP	500,000	71,508	91,615	-	163,122		
ASGP Management	Norway	119,234	34,391	25,707	4,523	64,621		
<b>ASGP Management Subtotal</b>		<b>619,234</b>	<b>105,898</b>	<b>117,322</b>	<b>4,523</b>	<b>227,743</b>	<b>391,491</b>	<b>37%</b>
ACTIVITY05	Norway	586,774	3,260	44,874	3,623	51,756		
<b>Support to Faryab Subtotal</b>		<b>586,774</b>	<b>3,260</b>	<b>44,874</b>	<b>3,623</b>	<b>51,756</b>	<b>535,018</b>	<b>9%</b>
<b>Grand Total</b>		<b>3,694,888</b>	<b>249,978</b>	<b>976,419</b>	<b>76,165</b>	<b>1,302,562</b>	<b>2,392,327</b>	<b>35%</b>

\*GMS is charged at 0% for UNDP core funds and 7% for other donors (Norway).

\*\*Total Q1 expenditure inclusive of GMS comes to **246,966**. Total Q1 expenditure inclusive of GMS comes to **1,035,616**.

**Table 3: Quarterly Expenditure by Donor [1 Jan – 30 Jun 2007]**

Donor	Activity	Activity Description	2007 Budget	EXPENDITURES			Balance (July - Dec 2007)	Delivery to Date
				Q1 Jan - Mar 07	Q2 Apr - Jun 07	Total Jan - Jun 2007		
UNDP	ACTIVITY01	Support to Policy	0		256	256	(256)	
	ACTIVITY02	Support to PAR	0	(93,146)	851	(92,295)	92,295	
	ACTIVITY03	Public to Provincial Council	0	46,181	97,226	143,407	(143,407)	
	ACTIVITY04	ASGP Management	500,000	71,508	91,615	163,122	336,878	
<b>UNDP subtotal</b>			<b>500,000</b>	<b>24,542</b>	<b>189,947</b>	<b>214,490</b>	<b>285,510</b>	<b>43%</b>
Norway	ACTIVITY01	Support to Policy	193,508	-	159,579	159,579	33,929	
	ACTIVITY02	Support to PAR	1,786,350	143,481	380,303	523,783	1,262,567	
	ACTIVITY03	Public to Provincial Council	334,800	44,304	176,010	220,314	114,486	
	ACTIVITY04	ASGP Management	110,888	34,391	25,707	60,098	50,790	
	ACTIVITY05	Support to Faryab	545,700	3,260	44,874	48,133	497,567	
	GMS 7%	General Management Support	223,642	16,968	59,197	76,165	147,477	
<b>Norway Subtotal</b>			<b>3,194,888</b>	<b>242,403</b>	<b>845,669</b>	<b>1,088,072</b>	<b>2,106,816</b>	<b>34%</b>
<b>TOTAL</b>			<b>3,694,888</b>	<b>266,946</b>	<b>1,035,616</b>	<b>1,302,562</b>	<b>2,392,327</b>	<b>35%</b>