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# AFGHANISTAN SUBNATIONAL GOVERNANCE PROGRAMME

## 2014 ANNUAL PROGRESS REPORT



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## PROJECT INFORMATION

<b>Award ID:</b>	00058922
<b>Duration:</b>	1 January 2010 -30 June 2015. Extended by project board in Oct 2014.
<b>ANDS Component:</b>	Governance, Rule of Law and Human Rights
<b>Contributing to NPP:</b>	National Priority Programme for Local Governance
<b>CPAP Outcome:</b>	The state has improved ability to deliver services to foster human development and elected bodies have greater oversight capacity
<b>UNDP Strategic Plan Component:</b>	Democratic Governance
<b>Total Budget:</b>	USD 139,000,000 (LOP cost in pro doc);
<b>Annual Budget 2014</b>	USD 24, 170,270
<b>Implementing Partner:</b>	UNDP
<b>Key Responsible Parties:</b>	UNDP; IDLG; Provincial, District Governors Offices; Provincial Council; Municipalities
<b>Chief Technical Advisor:</b>	Christopher Carter
<b>Responsible Asst. Country Director:</b>	Shoab Timory

**COVER PAGE PHOTO:** Afghanistan's first female Chair of the Provincial Council, Taiba Khawari, Bamyán Provincial Council.

## ACRONYMS

ANDS	Afghanistan National Development Strategy
ASGP	Afghanistan Subnational Governance Programme (UNDP)
DCC	District Coordination Councils
DGO	District Governor's Office
DOWA	Department of Women's Affairs
GOA	Government of Afghanistan
GDCLCA	General Directorate of Coordination of Local Councils' Affairs
IARCSC	Independent Administrative Reform and Civil Service Commission
IDLG	Independent Directorate of Local Governance
LOA	Letter of Agreement
M&E	Monitoring and Evaluation
MOF	Ministry of Finance
MAB	Municipal Advisory Board
NPPLG	National Priority Programme for Local Governance
NPP	National Priority Programme
PC	Provincial Council
PDP	Provincial Development Plan
PGO	Provincial Governor's Office
PSP	Provincial Strategic Plan
SOP	Standard Operating Procedures
SNG	Subnational Governance
SNGP	Subnational Governance Policy
UNAMA	United Nations Assistance Mission in Afghanistan
UNDP	United Nations Development Programme

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## I. EXECUTIVE SUMMARY

This annual report for the Afghanistan Subnational Governance Programme (ASGP) outlines the Project's Results and Activities across all 34 Provinces in 2014. ASGP is a capacity development programme that supports more effective, sustainable and inclusive subnational governance at the Independent Directorate of Local Governance (IDLG), and across the Provincial Governors Offices (PGOs) and District Governors (DGOs), all 34 Provincial Councils (PCs) and 21 municipalities. ASGP technical and capacity development specialists, collocated with partners and in regional offices, support these activities and results, in partnership with ASGP-funded NTA personnel in subnational offices and in IDLG. ASGP is the only source of external support to local governance in Afghanistan's 34 provinces, and The London Conference in December 2014 underline the importance of strengthening local governance to build stability and security in Afghanistan.

Highlights for 2014 include support to significant subnational policies and initiatives, such as IDLG's Capacity Development Plan and its first Gender Mainstreaming Plan, municipal and provincial customer service centers that provide a one stop shop for service delivery, and support to municipal revenue enhancement plans that promote sustainable revenue sources and limited deconcentration. ASGP also supported partnerships among IDLG, provincial partners, Government entities such as the Ministry of Finance and the Ministry of Women's Affairs, and the UN. Examples include UNDP supported joint workshops with the Ministry of Finance on Public Financial Management for Afghan civil servants (tashkeel), which contributed to all PGO tashkeel receiving financial training in 2014. Another highlight included work with the Ministry of Women's Affairs, the Gender Equality Project (GEP), and the UNDP CO Gender Specialist, to promote Provincial Gender Committees in all Provincial Governors Office, and to support the development and implementation of IDLG's Gender Mainstreaming Policy in Kabul and in the provinces.

ASGP recognises the important role that Provincial Councils play as the only directly elected local government entities. The Afghan Parliament's passage of a new Provincial Council Law that formalizes Provincial Councils' oversight and advocacy role, is a major highlight of 2014, along with support to the inauguration of newly-elected PC members, and orientation on their roles and responsibilities.

The ASGP Project Document had identified December 2014 as the date for project closure. However in October the Project Board extended ASGP to 30 June 2015. IDLG Deputy Minister HE Farid Mamundzay requested donors to support the extension, to deliver President Ghani's deconcentration reforms, and because a successor programme to ASGP II was not ready. This would mean a complete loss of external support and a vacuum for subnational governance. UNDP has been drafting a successor SNG programme, drawing on lessons learned and the Afghan Government's new priorities. However the delay in the inauguration of the new Government has impacted the formulation of UNDP's new SNG Project document, and UNDP and IDLG are determined that there should not be a break in SNG support for Afghanistan.

In addition to the successes of 2014 it is also important to acknowledge the challenges, particularly the delay in the inauguration of the government and electoral and constitutional restrictions, which impacted programme delivery and results. Electoral law restricted PGO and PC activities during the electoral campaign and much of the subsequent audit, including certain governance activities supported by ASGP, while restrictions on the recruitment and termination of personnel in Ministries and Directorates, until the appointment of new Ministers and General Directors, impacted ASGP support to Public Administration Reform (PAR), including recruitment of women and other HR activities, and capacity development. These issues and mitigating strategies are outlined throughout the report.

ASGP has initiated an exit strategy for 2015 to prepare for the transition to the new SNG project, which included a reduction in NTA personnel, and closure of the four regional and provincial offices in Jalalabad, Bamyan, and Kunduz. UNDP, other UN agencies, and donor partners are currently assessing support for the office in Helmand, to determine its viability into 2015.

ASGP would like to thank IDLG for their partnership, and to thank donors for their commitment to the Project in 2014 and the year ahead.

## II. RESULTS

### OUTPUT 1: National systems, procedures, and legal frameworks to implement, coordinate, and monitor subnational governance policy are in place

ASGP supported the Independent Directorate of Local Governance (IDLG) through national and international Technical Assistance throughout 2014, largely focused on the policy framework and on organizational development. This supported IDLG to fulfill its mandate as the lead agency for policy and planning for strengthening local government and ensuring good governance, as well as its responsibility for ensuring that other subnational governance entities (such as Provincial and District Governors' Offices, Provincial Councils, and municipalities) are adequately skilled and resourced to represent people and deliver services.

#### Indicator 1.1 Number of Laws and regulations drafted and approved

Highlights of progress in key subnational legislation and regulations during 2014 included the passage of the Provincial Council Law, and the development of new regulations for provincial and district governance. Progress against this indicator at the close of 2014 is at 80% and off target of what is needed to fully achieve the target of approval of three laws and the drafting of at least three regulations, according to IDLG's Policy Directorate.



Female Provincial Council members vote on proposed amendments to PC law, at an ASGP-supported female PC regional forum.

The Provincial Council law confirms PCs ability to monitor and oversee services and resolve disputes, at the subnational level, while the three new regulations outline the PGO and DGOs mandate in relation to development and governance, establish operational guidelines and toolkits, and provide an overview of local governance. Parliamentarians generally endorsed the Municipalities Law in Q3, and in Q4 the President pulled the law to Cabinet to address the few remaining points. The Local Administration Law stalled in Q2 and Q3 due to the Presidential elections.

To advance these three laws IDLG's Policy directorate worked with GOA institutions, such as the Ministry of Justice (MOJ), the Cabinet and the Parliament, during 2014. These ASGP-funded IDLG personnel lobbied Ministry personnel and Parliamentary members, by attending legislative committees at the MOJ and Cabinet, and by writing letters to MPs and advocating to them to progress the legislation.

The current status of the three key Laws is presented in the table below.

Law	Status
Provincial Council Law	<i>Status:</i> Approved. <i>Next Step:</i> The President is due to sign it as a decree for further implementation.
Local Administration Law	<i>Status:</i> Currently with the Monitoring and Evaluation Committee (MEC) of Parliament for final approval and endorsement. <i>Next Step:</i> Following MEC approval, Parliament will discuss the draft, and submit it to the Lower and Upper houses and then to the President for approval.
Municipality Law	<i>Status:</i> Under discussion in the legislative committee of cabinet, and subject to review by the office of the President. <i>Next step:</i> If cabinet recommends changes, the MOJ will incorporate them and the Law will be resubmitted to the cabinet and then to Parliament. Differences between the Ministry of Urban Development and Kabul Municipality account for the delay.

During 2014, ASGP’s capacity development specialists supported IDLG colleagues to develop and complete the draft of regulations for the PGO and DGO. The regulations cover PGO and DGO financial management, particularly procurement and budget allocation to districts; office of human resource management, with an emphasis on rules of recruitment and performance, and the role of the provincial and district governor in leading and development local planning, including PSPs and PDPs.

The regulations are identified are articulated in nine operational toolkits and guidelines for senior provincial and district governance leaders and key directorates. These outline the relationship of Provincial and District Governors, Provincial Councils, and Mayors, with IDLG and its Administration and Finance and Human Resources Directorates, and their functions in supporting governance and development. The toolkits and guidelines were finalised in Q4 and will be printed in Q1 2015. The names of these toolkits include Tool Kit for Provincial Governor’s Office; Tool Kit for Sectorial Development Directorate; Tool Kit for the office of Human Resources; Tool Kit for the Finance and Admin Directorates, both at national and subnational levels; Tool Kit on working norms for the office of Chief of Staff; Tool Kit for the Municipalities; Tool Kit for the District Governors, and Tool Kit for the Provincial Councils. ASGP also supported IDLG’s Local Governance Overview, for new senior officials that join IDLG, which outlines IDLG’s organisational structure and mandate, and the role of these officials and IDLG in coordinating their activities with stakeholders and provincial line departments.

### Sub National Planning

IDLG’s policy directorate continued to develop Provincial Strategic Plans (PSPs), with ASGP’s technical and financial support, while ASGP’s embedded capacity development specialists continued to support the development of regulations and an operational toolkit for senior subnational governance officials and directorates.

The PSP involves two phases: profiling, and then planning. The profiling establishes baselines and identifies the position of the province and districts in relation to Government development targets,



such as those identified in the National Priority Programme and the Afghanistan National Development Strategy, and Government Ministerial policies. The planning phase takes around four months, and involves extensive work in the province and districts, including workshops, field visits, survey and further data collection. ASGP's regional teams support the strategic plans technically and financially, and ASGP also financially supports IDLG's PSP specialists and supports their capacity development and activities budgets.

Throughout 2014 and into Q4, work continued on the PSPs initiated in 2013 for Parwan, Panjshir, Kunduz, Ghor, Jawzjan, Saripul and Logar, and for Baghlan, Balkh and Herat, initiated in 2014. (Five provinces already have finalised and completed PSPs: Helmand, Bamyan, Nangarhar, Laghman, and Takhar) Of the PSPs, the profiling phase for Parwan, Panjshir, Kunduz, and Logar is 100% complete. In Q4 the profiling phase is now 90% complete for Baghlan, Ghor and Jawzjan, up from 80% in Q3, and IDLG has set a deadline of January 2015 for 100% completion of the profiling phase. The Saripul, Balkh and Herat PSPs have completed some 50% of the profiling phase of the PSP. ASGP's regional teams in these provinces, and in others, provided technical and financial support to the PSP process. This technical support included the development of district profiles, to identify the development needs and resources across different sectors in the district, and support to provincial forums that identified development needs and capacities.

#### **Indicator 1.2 Strength of the organisation and management systems for IDLG**

Progress against this indicator for 2014 is on target of 100%, following progress in capacity assessments of IDLG's directorates of Capacity and Institutional Development (CIDD) and Policy, and progress in personnel meeting their individual targets. In addition, the capacity development of the Gender Unit, which began in Q3, also met their targets.

This indicator relates to the capacity of IDLG and of the directorates to lead capacity development initiatives and develop and implement key subnational governance policies and strategies, and discharge its key functions in relation to the Provincial and District Governors' Offices (PGOs and DGOs), Municipalities, and Provincial Councils (PCs).



'UNDP-ASGP is the best single partner IDLG has had. ASGP helped IDLG establish or grow most of its key functions- the policy, local councils, municipalities and capacity development sections were all established with ASGP help. ASGP advisors helped us with a lot of our key achievements. ASGP is crucial to support IDLG in its endeavors.'

Farid Mamundzay,

Deputy Minister IDLG: comments from UNDP-IDLG Project Board meetings, and from December 2014 Letter to Donors.

## Coaching & Mentoring for Capacity Development and Capacity Assessment of Tashkeel staff

ASGP personnel coached and mentored tashkeel staff ('coachees') of the Capacity and Institutional Development Directorate (CIDD) and the Policy Directorate throughout 2014. The CIDD is responsible for IDLG's CD, while the Policy Directorate is responsible for developing and implementing key SNG policies and strategies. The Gender Unit is primarily responsible for implementing Gender Policy and the Gender Mainstreaming Plan, developed with ASGP and UNDP CO support in Q3, and implemented from that quarter.

During 2014, 97 coaching sessions were conducted, including 27 during Q4. Some were group sessions while some were one to one, totaling 208 coachee days for 2014, and 125 coachee days in Q4. The coachee profile for these sessions includes 14 principal coachees (Pr.C) and 5 occasional coachees (OC). There were five Pr.Cs from CIDD, nine from Policy Directorate, and 12 from the Gender Unit. IDLG's CIDD and Policy Directorates do not have any female tashkeel employees, while IDLG's Gender and other units include 12. (Details of this coaching and mentoring modality were provided in earlier reports and are not repeated here. For further information please refer to earlier quarterly reports, output one.)



IDLG tashkeel from the Capacity and Institutional Development Directorate and ASGP capacity development specialist Aimal Feroz Zalland (standing) develop the capacity needs assessment.

ASGP in consultation with the CIDD, the Policy Directorate, and the Gender Unit, determine the subjects for coaching, and conduct capacity assessments to orient the coaching and mentoring to capacity needs. Coaching and mentoring focused on Capacity Assessment methodology; Gender Mainstreaming, office management, communication and computer skills, and report writing and advanced language skills. Specific capacity assessment scores for the CIDD and Policy Directorate Tashkeel staff are below.

### CIDD Capacity Assessment Scores

Sl. No.	Unit*	# of principal coachees	Mar 13	Mar 14		Jun 14		Sep 14		Dec 14	
			Baseline	Target	Actual	Target	Ac	Target	Ac	Target	Ac
1	CDU	3	1.96	2.45	2.18	2.55	2.28	2.65	2.2	2.75	2.45
2	ODU	2	1.95	2.15	2.38	2.25	2.28	2.35	2.45	2.45	2.55
3	CWH	4	2.12	2.73	2.71	2.83	2.65	2.93	2.76	3.03	2.87
4	Others	1	2.55	3.10	3.20	3.20	3	3.30	3.1	3.40	3.30
Summary		10	2.15	2.61	2.62	2.71	2.50	2.81	2.62	2.91	2.79

\*CDU: Capacity Development Unit ODU: Organizational Development Unit CWH: Complaints & Well Being Unit

## Policy Directorate Capacity Assessment Scores

Sl. No.	Unit*	# of principal coachees	Jun 13	Mar 14		Jun 14		Sep 14		Dec 14	
			Baseline	Target	Actual	Target	Ac	Target	Ac	Target	Ac
1	POD	3	2	2.50	2.50	2.60	2.58	2.70	2.41	2.80	2.90
2	PIM	2	2	2.43	2.40	2.38	2.50	2.48	2.61	2.58	2.73
3	PLC	2	-	1.98	1.85	2.08	1.93	2.18	1.95	2.28	2.2
4	Others	1	1.5	1.90	2.15	2.00	2.05	2.10	2.15	2.20	2.0
Summary		8	1.83	2.20	2.23	2.26	2.27	2.36	2.28	2.46	2.46

## Gender Unit

Sl. No.	Unit*	# of principal coachees	Jun 13	Dec 14		Mar 15		Jun 15	
			Baseline	Target	Actual	Target	Ac	Target	Ac.
1	GEN	2	2	2.20	2.25				
2	AUD	1	2.4	2.50	2.30				
3	COS	3	1.9	2.20	2.10				
4	Others	1	1.7	2.00	2.20				



ASGP CD specialist Noorullah Noorullah leads a coaching and mentoring session with IDLG.



ASGP Chief Technical Advisor Chris Carter and a District Governor at the Provincial Training Programme.

## Twinning Arrangements

ASGP supports 'twinning arrangements' between IDLG and subnational governance entities and relevant institutions in other countries, to share knowledge through exposure visits and trainings. In 2014, IDLG has two significant programmes that follow the twinning modality: the 'Provincial Training Program (PTP) – Indo Afghan partnership for strengthening Sub National Governance in Afghanistan' for Afghan District Governors, and Financial Management Training (FMT). The PTP and FMT supported capacity development of the personnel and organisations of IDLG and provincial offices. 256 Afghan civil servants, including 221 District Governors, developed technical skills in their respective subject

areas, such as governance for District Governors and financial management for finance directorate personnel. The participants also acquired an understanding of comparative systems used in neighboring countries, and the challenges and lessons that they could apply to their work in Afghanistan. The FMT series concluded in Q1 of 2014 and the PTP concluded in Q2. In Q3, IDLG requested that ASGP's capacity development specialists identify lessons learned, and guide future twinning arrangements. Accordingly, in Q4, ASGP conducted the assessment in the northern, western and eastern region, and interviewed 32 District Governors and other personnel, to inform an assessment and strategy to be presented in Q1 2015.



ASGP's Aimal and Noorullah Noorullah meet with the Deputy Governor of Balkh as part of the assessment of the training of district governance.

ASGP personnel also supported IDLG to identify other countries that could support twinning arrangements and knowledge sharing, as part of a South-South Cooperation Module driven by IDLG leadership. ASGP identified relevant partners in Q3, and communicated with representatives from local governance institutes in countries such as the United Arab Emirates, Tajikistan, Turkey, and Lebanon. These efforts also support IDLG's ambitions to develop a local governance academy in Afghanistan, as identified in the SNGP and adopted by President Ghani.

IDLG ICT personnel also began a new training partnership in India in Q3 with the Indian Technical and Economic Cooperation programme for ICT. The training develops technical skills in ICT and e-governance, and promotes knowledge sharing among Afghan and partner participants. In Q3, four provincial ICT specialists undertook the training, and in Q4 another 25 undertook the training. ASGP personnel support the proposal technically and support coordination, similar to earlier PTP and FMT initiatives this year and in 2013.

**Indicator 1.3 Regular monitoring of the deliverables achieved via the National Technical Assistance (NTA) positions; support via central LOA ensured; and alignment of these deliverables with ASGP and NPPLG ensured.**

During 2014, NTA personnel reports increased in quality, which enabled proper monitoring of results of NTA, as progress against this indicator reached 100% of its target.

ASGP is a direct implementation modality programme of UNDP, in which UNDP holds the primary financial management and programmatic responsibilities. ASGP implements a Letter of Agreement (LOA) between UNDP and IDLG, to support IDLG's 87 NTA personnel as well as activities 'essential for governance.' The Standard Operating Procedure for the Letter of Agreement obliges NTA personnel to submit comprehensive activity reports and timesheets, and to share these documents with respective ASGP technical teams, while the UNDP Country Office also provides an oversight role. Supported LOA activities include training and workshops, certain essential equipment, and other expenses directly related to the LOA activities, while support to staff includes those positions agreed between UNDP/ASGP and IDLG. The current staffing structure at IDLG is based upon a UNDP Country Office

2013 decision to support 87 positions, following its review of the alignment of these personnel with the NPPLG. IDLG reports deliverables based on the NPPLG, in its personnel reports to ASGP and its public reports, and the quality of these reports increased during 2014. These reports all identified activities and results in terms of NPPLG component and subcomponent deliverables, which supported monitoring of results of NTA personnel.

**Indicator 1.4 Subnational planning guidelines integrate Gender equality principles;**  
**Indicator 1.5 Gender Equality principles integrated into IDLG service delivery standards and monitoring/oversight standards**

**Indicator 1.6 Set of gender equality principles integrated into IDLG M&E system**

Progress against these indicators stalled in the first half of 2014, and although ASGP and IDLG made significant progress in Q3 and 4, progress remains off target at 35% of the 100% needed to achieve each of these targets.



ASGP's Aimal and UNDP CO Gender Specialist Sagipa Djusaeva lead a gender mainstreaming session at IDLG.

The targets did not have the requisite partner support nor did adequate foundations for such capacity development of organisations and personnel, and IDLG counterparts state in Q4 that the targets were probably too ambitious. Nevertheless, there was significant progress against this indicator in Q4 as parties implemented IDLG's Gender Mainstreaming Plan, developed in Q3 by IDLG's Gender Unit with the support of ASGP and UNDP CO's Gender Specialist.

The Gender Mainstreaming Plan prioritises personnel capacity development of IDLG's female tashkeel, because IDLG's Gender Unit identified the capacity development of female personnel as vital to ensuring that efforts to mainstream gender are inclusive, sustainable, and owned by Afghan women. The plan also includes workshops on gender mainstreaming for other IDLG personnel, awareness campaigns, and stronger linkages on gender, between IDLG central and their counterparts in provincial Gender Committees.

The Gender Mainstreaming Plan prioritises personnel



ASGP Project Manager and CTA Chris Carter opens the Training Workshop on Gender Mainstreaming at IDLG

In Q4, 22 female tashkeel personnel from IDLG's service units and technical directorates received coaching and mentoring. (For details on the coaching modality, baselines and target, please refer to the tables under indicator 1.2) That same quarter, 48 other tashkeel and technical personnel at IDLG central received training on Gender Mainstreaming and Policy and Public Service Delivery. ASGP also

supported IDLG's Gender Unit to conduct a week long campaign on the Prevention of Violence against women at the workplace. These initiatives resulted in an increase in the professional capacities of female personnel, and greater organisational awareness of gender sensitive policy and service delivery in local governance, and a more inclusive and secure environment for female employees. In 2015, ASGP will continue to support IDLG and its Gender Unit to implement the Gender Mainstreaming Plan, and support a national conference on gender mainstreaming and local governance in Q1 2015.

## **EXPENSES FOR THE QUARTER**

During 2014, a total of USD 2,482,215 was spent for this output. For more details, please see Annex 2.

Below is a snapshot of Output-1 progress in relation to its annual targets:

2014 Baseline	2014 Annual Targets	Q1	Q2	Q3	Q4	2014 Actual	Comments
1.1. Number of Laws and regulations drafted and approved: Three laws drafted, none approved.	1.1. Three laws approved, at least three key regulations drafted	25%	10%	5%	25%	80%	Off target. (Cumulative indicator) This is off target principally because of a lack of progress on the Local Administration Law. The Provincial Council law has been approved, the Municipalities Law has advanced to Cabinet, and several key regulations drafted, but the Local Administration Law has not progressed. Parliament and Members' focus on the Presidential Elections during impeded progress against this indicator. As a mitigating strategy, ASGP is supporting the development of regulations and policies.
1.2 Strength of the organisation and management systems for IDLG: Baseline capacity for 2014 is assessed to be 3.2 on a scale of 1 to 5: Baselines and actual scores for Individual Capacities also measured during the quarter for the indicator.	1.2. Capacity assessment score increased to 3.4 for organizational capacity. Targets for individual capacity enhancement for Tashkeel staff of CIDD and Policy Directorate achieved	25%	25%	25%	25%	100%	On target. (Cumulative indicator)
1.3. NTA deliverables monitored, aligned with NPPLG, central IDLG LOA support ensured: Revised ToRs with clear deliverables developed for all 87	1.3. Quality deliverables based reporting achieved in each quarter, enabling proper monitoring of results of NTA	25%	20%	20%	25%	100%	On target. (Cumulative indicator)The quality of reports by NTA personnel increased during 2014. A direct result of monitoring of this indicator include high quality IDLG

positions; established quarterly monitoring mechanism for deliverables as per ToRs.							annual and quarterly reports, as well as reports that quantified progress on deliverables in relation to the NPPLG.
1.4 Subnational planning guidelines integrate Gender equality principles: Anti Harassment Policy of IDLG written and launched; Lack of any other structured gender based principles and mechanisms in key SNG strategies	1.4 Gender equality principles and requirements integrated in key SNG strategic documents such as SNGP and NPPLG.	Zero	Zero	10%	25%	35%	Off target. In Q4, ASGP and UNDP CO Gender Unit supported IDLG's Gender Unit to promote gender equality principles, for integration into key SNG documents in 2015.  This followed the Q3 development and implementation, by ASGP and IDLG's Gender Unit, of a Gender Mainstreaming Plan for IDLG central.
1.5 Gender Equality principles integrated into IDLG service delivery standards and monitoring/oversight standards: Absence of GM tool	1.5 GM tool developed with support from gender unit of cross practice unit in UNDP CO, to integrate GE principles into IDLG service delivery standards and monitoring/oversight standards	Zero	Zero	10%	25%	35%	Off target. In Q4, ASGP and UNDP CO Cross Practice Unit supported capacity development of IDLG personnel for the integration of GE principles into IDLG service delivery and monitoring/oversight standards.
1.6 Set of gender equality principles integrated into IDLG M&E system: Absence of GE indicators	1.6 Set of GE indicators developed with support from gender unit of cross practice unit in UNDP CO for integration in IDLG M&E system	Zero	Zero	10%	25%	35%	Off target. ASGP and IDLG's Gender Unit developed and initiated implementation of a Gender Mainstreaming Plan for IDLG central.



## OUTPUT 2: Provincial Governors Offices and District Governors Offices have capacity to lead and develop, plan and programme, and implement strategies for improving governance, development and security in accordance with ANDS

Throughout 2014 ASGP continued to support capacity development and governance for Provincial and District Governors' Offices (PGOs and DGOs) and Provincial Councils (PCs) across Afghanistan, contributing toward shared UNDP-IDLG democratic governance outcomes, including effective and accountable institutions, able to deliver services that foster human development.

The Offices of Provincial and District Governor, under the SNGP, lead and coordinate governance, development and security in that province or district, with the Provincial Governor serving as executive head of the Provincial Administration. ASGP supports the PGO via embedded National Technical Assistance, ASGP personnel based in seven regional offices, and specific technical and capacity development activities that UNDP, IDLG and the PGO/DGO determine are 'essential for governance'.

ASGP-supported embedded NTA, ASGP regional teams, and IDLG, focus on PGO and DGO organisational reform, including tashkeel retention and development, administrative reform, public outreach, provincial and strategic planning, and public financial management. ASGP includes specific activities for gender, as well as gender mainstreaming principles such as those articulated in the NPPLG, which ensure that SNG entities are addressing gender issues in line with their established mandate.

### PGO and DGO Organisational Reform

#### **Indicator 2.1 Number of tashkeel positions filled disaggregated by gender**

By the end of 2014, 2334 tashkeel staff positions were filled in the PGOs, 94.3% of some 2712 positions according to the organisational structures provided by the Civil Service Commission (CSC) and data from the PGOs' HR departments. For DGOs, some 1844 of some 2120 tashkeel staff positions were filled, or 78%. This is on target of 90% for PGOs and off target of 90% for DGOs, respectively.



ASGP's Fatima Mehraeen addresses a job fair in Nili for female applicants for tashkeel positions at the Provincial Governors Office and line departments, organised between ASGP and the Civil Service Commission.

According to the PGO HR departments and the CSC, the stalled progress in Q3 and Q4 is primarily due to the constitutional restriction on the recruitment and termination of personnel in Ministries and Directorates until the appointment of new Ministers and General Directors. And in Q2, some tashkeel personnel left the offices to work on presidential and political campaigns, or left provincial or district offices perceived to be targets. In addition, there are also claims that tashkeel personnel were removed during a period in which there was less government and international scrutiny on organisational

and personnel retention and recruitment.

Female tashkeel staff numbered some 57 (or 2.1% of all currently employed tashkeel staff) in the PGOs and some 35 (or 2 % of female tashkeel staff out of all currently employed tashkeel staff) in DGOs. The PGO tashkeel female employment rates are below the 10% target for PGOs and off target for the 5% target for DGOs. The tashkeel positions are identified according to the Civil Service Commission structure, and the data source is provided by the PGO HR departments.

In 2014, ASGP supported the PGO and DGO, IDLG, line departments, and civil society organisations, to support tashkeel retention and recruitment, particularly with public forums, training, and organisational policies that support greater female participation in governance, such as Gender Mainstreaming and Anti Harassment Policies, as detailed in Output 1.

ASGP also supports promotional activities to advocate for female recruitment. During 2014, for example, ASGP supported 30 PGOs to implement promotional/motivational activities to advocate for female recruitment, on target of 40% of 34 PGOs, or 14 PGOs. The four PGOs that did not implement such promotional activities throughout 2014, Helmand, Paktika, Paktia, and Nuristan, stated that the PGOs could not focus on gender priorities, because of their preoccupation with security challenges and other development and governance issues.

Support to tashkeel recruitment includes focused coaching for females applying for the tashkeel through the CSC exams, and internship programmes at the PGO and line departments. Throughout 2014 ASGP supported 54 interns, including 17 in the Central region, 25 in Central Highlands, and 12 in the Northeast. The provinces in each region include, respectively, Kabul, Kapisa, and Parwan, which each have three interns. Bamyan includes 15 interns and Daikundi 10, while Badakhshan, Takhar, and Baghlan each have three interns. The participants in these internships and workshops tend to be younger women, especially university or high school students and graduates, as well as women with some experience in the public sector, who are looking to rejoin the workforce or find new employment. In other provinces that did not implement promotional/ motivational activities for female recruitment, such as Paktika and Paktya in the south east, security is cited as a constraint, as participants are unwilling to travel from the districts to the provincial center where the training is located, while line department personnel are at times unwilling to travel to the districts.

## Indicator 2.2 PGO HR plans includes Gender Mainstreaming (GM) session



In Uruzgan, an official from the Human Rights Commission addresses a workshop on gender awareness for tashkeel personnel.

During 2014, 29 PGO HR plans include a Gender Mainstreaming Session, and progress against the indicator is off target of 30.

Except for Nuristan, Ghazni, Paktia, Paktika, and Khost, all provinces held gender mainstreaming sessions. ASGP technically and financially supports the implementation of these gender mainstreaming activities, such as PGO recruitment committees' attention to female applicants

and orientation on gender priorities and MOWA policy. ASGP also support PGOs and DGOs to develop and update organizational plans and databases, so that they can monitor recruitment and professional development, with reference to gender objectives. ASGP also works with other GOA institutions and UN programmes to increase tashkeel retention, female participation, and broader gender responsive administrative systems. These partners include the Ministry of Women’s Affairs, UNAMA, and UNDP projects such as the Gender Equality Project (GEP).

### **Provincial Governors Offices’ gender-responsiveness and administrative/ management systems**

#### **Indicator 2.3 Percentage of tashkeel staff who have received training (any kind of structured training for any duration) on the Office Manual in the PGOs and DGOs**

Training on the Office Manual reached approximately 31% of all tashkeel staff in the PGOs and 25% of DGOs in Q4, which exceeded quarterly targets and ensured that annual progress against this indicator is on-target of 90% of PGO tashkeel, and on target of 80% of DGO tashkeel. Training of tashkeel staff is provided by ASGP supported National Technical Assistance personnel embedded in



ASGP-supported NTA personnel train the tashkeel in Herat.

the PGO and DGO and ASGP regional teams in partnership with IDLG and with the cooperation of the Independent Administrative Reform and Civil Service Commission (IARCSC).

The Office Manual outlines the PGO/DGOs’ mandate, relationship with institutions such as line departments and PCs, and leadership of development and administrative forums such as the Provincial Administrative Assembly (PAA) and the Provincial Development Committee (PDC).

#### **Indicator 2.4 Number of PGOs and DGOs with a separate toilet facility for female staff**

By 2014, 13 PGOs and four DGOs have a separate toilet facility for female staff, and progress against this indicator is off target for PGOs and DGOs, where the target is 14 and eight respectively.

PGOs that have separate toilet facilities for women include Balkh, Saripul, Samangan, Faryab, Baghlan, Kunduz, Badakhshan, Takhar, Bamyān, Daykundi, Herat, Helmand, Kandahar, and Zabul.

This indicator is one of several that assess PGO and DGO’s commitment to gender-sensitive administration. It also measures the offices’ alignment with the basic facilities and amenities for subnational institutions, as identified in Afghanistan’s SNGP. Although progress in establishing and maintaining separate facilities in PGOs and DGOs has been challenging, as PGO and DGO personnel do not prioritise this activity, as a mitigating strategy ASGP supports other governance entities to establish a separate toilet facility. Examples of interventions here in 2014 include customer service and citizen service centres in the north, which each have a separate toilet facility for women.

## **Indicator 2.5 Provincial Gender Committees are established to support gender responsive service delivery**

Eighteen provinces have Provincial Gender Committees established to support gender responsive service delivery and PGO development and governance, on target of 18 Provincial Gender Committees.

During 2014, ASGP worked with PGOs to ensure that Provincial Gender Committees continued to support gender responsive service delivery, mostly through the provision of technical advice and support provided by ASGP regional teams and ASGP-supported embedded personnel. The committees have a consistent mandate and key membership, as it is comprised of PGO, DOWA, and line department representatives, although the exact composition can vary according to the province (Provincial Gender Committees function in the provinces of Balkh, Samangan, Badakshan, Kunar, Paktika, Ghuznee, Kabul, Kapisa, Wardak, Parwan, Logar, Laghman, Nangarhar, Herat, Ghor, Farah, Bamyan and Daykundi). ASGP provides technical and financial support to these committees, which monitor and support gender sensitive service delivery among line departments and national and international NGO at the provinces and districts.

## **Provincial Governors Offices' Interactions with the Public**

### **2.6 PGOs Have Communication Strategies**



A public district governance forum in Miramor district.

21 PGOs have provincial communication strategies, and progress against this indicator is off target of 27 PGOs (or 80% of PGOs) that have Communication Strategies.

The provinces with communication strategies include Balkh, Saripul, Jawzjan, Faryab, Baghlan, Kunduz, Badakshan, Takhar, Kunar, Khost, Paktika, Ghuznee, Kabul, Kapisa, Panjsher, Farah, Herat, Ghor, Uruzgan,

Zabul and Kandahar. The SNGP identifies a provincial communication strategy, which identifies the public information and communication goals and serves as the basis for provincial annual public communication plans, as a cross cutting SNG and PGO issue, critical to the promotion of dialogue between subnational and central government and citizens. ASGP provides technical and financial support to the development of PGO communication strategies (and for some Provincial Councils and DGOs). However, as the NPPLG notes, this aspect of provincial governance required 'dedicated resources', financial and technical, that ASGP could not fully support because of budgetary and financial constraints.

However, to further support PGOs interactions with the public, and as a mitigating measure because of the challenges identified above, ASGP supported 12 PGOs to establish and operationalise Citizen Service Centres (CSCs). The CSCs are in Balkh, Saripul, Samangan, Jawzjan, Faryab, Baghlan, Takhar, Wardak, Herat, Kandahar, Kapisa and Zabul. In the CSCs among the

Northern provinces during Q3, for example, some 1000 citizens used each centre to seek services from the PGO and line departments, register petitions, and receive official letters (maktoob) and Tazkira. The CSC is an ASGP-IDLG-PGO initiative that streamlines citizens' access to the PGO and relevant Line Departments to receive citizens' petitions, grievances and needs requests, and allows citizens to contribute to PGO decision-making. This supports effective and accountable governance that is responsive to citizen needs and priorities and supports service delivery.



A film still showing a customer at the Citizen Service Centre in Balkh. The film is available in Dari, English and Pashto, on TV and on websites including UNDP and the UNDP Afghanistan channel on You Tube.

## **Provincial Strategic and Development Planning**

### **Indicator 2.7 Provinces Have Completed PDPs and PSPs**

Among Afghanistan's 34 provinces, 34 have current PDPs, and five have current PSPs, as progress against the indicator remains on target for PDPs, and off target for PSPs.

ASGP continued to support PGOs to update the PDPs, and at the close of Q4 all current PGO heads assess their PDPs as complete. Five provinces have finalised and completed PSPs: Helmand, Bamyan, Nangarhar, Laghman, and Takhar. Throughout 2014, work continued on the development of PSPs for Parwan, Panjshir, Kunduz, Ghor, Jawzjan, Saripul, Logar, Baghlan, Balkh and Herat. Of the PSPs, the profiling phase for Parwan, Panjshir, Kunduz, and Logar is 100% complete. In Q4 the profiling phase is now 90% complete for Baghlan, Ghor and Jawzjan, up from 80% in Q3, and IDLG has set a deadline of January 2015 for 100% completion of the profiling phase. The Saripul, Balkh and Herat PSPs have completed some 50% of the profiling phase of the PSP.



Zabul PGO leads a review of the Provincial Strategic Plan, with line department personnel, civil society, and development partners.

ASGP supports the PDP and PSP through ASGP technical specialists, ASGP-supported NTA in the PGO and PC, and support to IDLG central's PSP specialists. ASGP support to the PDP and PSP helps identify and address Afghanistan's provincial development priorities, assess gaps in capacity, technical support, and resource mobilisation, and rally Ministries and development partners to collaborate on specific activities that advance shared development

outcomes which are aligned with the National Priorities of the Afghan Government. ASGP, in support of IDLG, attempts to address the disconnect between Kabul-centric governance and the provincial priorities presented in the PDPs, by assisting PGOs and IDLG to organize development conferences to present the PDP to government and donor representatives, and to involve central government and line departments in the development of the PDP. The process supports efficient,

coordinated and transparent governance and service delivery, and establishes clear lines of accountability and results. The development of PDPs and PSPs should also include a gender mainstreaming session, in line with the NPPLG identification of gender as a cross cutting theme across provincial plans. In Q4, 29 PDPs utilized a gender mainstreaming session in the development or implementation of the provincial plans.

#### **Indicator 2.8 Number of PGOs that hold PDP conferences/ workshops/ initiatives to launch the PDP**

Twenty six PGOs held PDP conferences/ workshops/ initiatives to launch the PDP during 2014, and progress against the indicator is off target of 27 PGOs (80% of 34 PGOs).

Progress is off target because of delays caused by the inauguration of the new Government and the President's pending appointments of Provincial Governors. The Provincial Governor launches the PDP, and the Offices of Provincial Governors are awaiting appointment of the new Governor before conducting launching events. As a result, no such events were held in Q4, which impacted progress against this indicator.

The development of a PDP is an ongoing process, and includes consultative forums with line departments, the public, and civil society, as well as formal administrative meetings chaired by the PGO, such as the Provincial Development Committee. The SNGP identifies such consultations as a factor that improves governance and a 'two way flow of information' between provincial government and all people, and contributes to broader SNG reforms.

The PGOs that hold PDP launching events in 2014 include Balkh, Saripul, Samangan, Faryab, Baghlan, Kunduz, Nangarhar, Nuristan, Badakhshan, Takhar, Paktika, Ghuznee, Kapisa, Logar, Nimroz, Kabul, Parwan, Wardak, Bamyan, Daykundi, Herat, Badghis, Farah, Kandahar, Zabul, Uruzgan.

#### **Public Financial Management in Provincial Governors' Offices**

##### **Indicator 2.9 Number of PGOs whose tashkeel staff receives Public Financial Management (PFM) training in line with Ministry of Finance policy**

Tashkeel staff at 23 PGOs received Public Financial Management (PFM) training during 2014, which is on target of 10 PGOs (30% of all 34 PGOs).

This PFM training, in line with MOF policy, focuses on financial and procurement management, budgeting and accounting, GOA and Mustofiat processes (the mustofiat is the provincial representative of the Ministry of Finance), and implementation of various budgets (development and operational). The training focuses on PGO personnel whose ToR involves these financial, procurement, budgeting and accounting functions. Additional tashkeel personnel received training on the office manual, as measured in indicator 2.3, which relates to financial aspects of the PGOs' functions, but does not involve specific training on PFM.

ASGP regional teams and embedded National Technical Assistance personnel train contract and tashkeel personnel at the PGO, PC, municipality and line departments. ASGP often partners with

the Ministry of Finance and the Civil Service Commission to deliver these trainings, which resulted in an improved understanding of financial clearances and procurement, and increased efficiency at the PGO, PC, municipality and line departments.

#### **Indicator 2.10 No. of PCs holding monthly internal meetings following the rules and procedures**

All thirty four Provincial Councils (PCs) held a total of 198 monthly internal meetings following the rules and procedures during 2014, on target of 25 PCs (75% of all PCs) that hold such meetings.

Progress against the indicator stalled for part of 2014 because of the elections, and PCs did not hold any monthly internal meetings in Q2 because they had not been elected, inaugurated, and formally constituted. However, as the electoral audit continued into Q3, and IDLG and GDCLCA recognised the governance gaps created by the lack of functional PCs, IDLG urged PCs and PC members to resume their duties until the new PC members and PCs are inaugurated.

These monthly internal meetings also develop the administrative capacity of PCs, as they include activities such as meeting minutes, agenda development and presentation, and reporting. In the eastern region, for example, PCs hold internal meetings to plan community outreach and conflict management, and to increase accountability and engagement between government and citizens.

ASGP support includes an embedded PC National Technical Assistance specialist for 30 of the 34 PCs across Afghanistan, as well as other essential governance activities consistent with their mandate. The PC specialists support the PCs to function according to the rules and procedures, and to improve administrative capacity. ASGP, PC specialists and GDCLCA also developed inauguration and oath taking plans for the newly elected PCs in Q4 (see success story below), and also supported other capacity development activities detailed below.

#### **Indicator 2.11 Number of PCs whose members receive capacity development training/DCC policy**

Two hundred and seventy one PC members from twenty two PCs received capacity development training during 2014, as delays over the elections and inauguration of the PCs meant that progress is off target against this indicator, which aimed for 30 PCs (90% of PCs) with members that had received CD training.



Female PC members at a capacity development workshop supported by ASGP.

The progress against this indicator stalled in Q2, because PCs had not been elected, and again in Q4, as PCs promoted the inauguration and oath taking ceremony over capacity development training, and lingering disputes about the legitimacy of PC results impacted participants' ability to participate in training. Meanwhile, training on the DCC policy did not occur during Q2, Q3, and Q4, because of competing government priorities and the prospect of the new government's support for direct district

council elections in 2015.

Examples of capacity development activities include ongoing orientation on PCs roles and responsibilities, and training on reporting and results based management and conflict resolution. In the north, east, and central highlands regions, for example, reporting workshops for PC members contributed to PCs' development of four year results and accomplishment reports, and in Nuristan and Parwan, for example, PC members drew on conflict management training to resolve a land dispute in several districts, contributing to greater peace and security in the area. ASGP personnel and PC specialists provided technical support to capacity development of PCs, as well as financial support. The Provincial Councils whose 121 members received capacity development training included Jalalabad, Nuristan, Laghman, Kunar, Kunduz, Takhar, Baghlan, Badakhshan, Herat, Badghis, Ghor, Farah, Balkh, Faryab, Saripul, Samangan, Jawzjan, Kabul, Parwan, Kapisa, Bamyan and Daykundi.

As a mitigating strategy when such capacity development activities were not possible during 2014, ASGP personnel and PC specialists supported PC work planning and capacity development planning, and the inauguration ceremony for PCs. In Q2, ASGP and GDCLCA worked with PC specialists to develop an annual work plan for PCs, which for the first time established a single plan for each PC, to focus PCs on their mandate and to avoid duplication. In Q3, ASGP and GDCLCA developed the inauguration ceremonies for newly elected PC members, which occurred in Q4 in Kabul and in most of the provinces. And also in Q4, the partners worked together to develop a capacity development workshop that would provide all PC members with an orientation on their roles and responsibilities, in light of the newly-approved PC law, and set for Q1 2015.

#### **Indicator 2.12 PCs Members Undertake Monitoring Missions to Districts**

Thirty four of the former PCs and twenty four newly elected Provincial Councils include members that undertook monitoring missions to districts during 2014, according to GDCLCA, as progress against the indicator is on target of 50% of PCs whose members undertook monitoring missions. The PCs that participated are from the provinces of Nangarhar, Nuristan, Laghman, Kunar, Kunduz, Kabul, Logar, Parwan, Wardak, Kapisa, Zabul, Uruzgan, Takhar, Baghlan, Badakhshan, Herat, Badghis, Ghor, Farah, Balkh, Faryab, Saripul, Samangan, and Jawzjan.



PC members take notes during a monitoring mission in Balkh.

The progress is off target, because of a restriction on monitoring missions associated with the elections during Q2, and PCs focus in Q4 on internal activities, including their inauguration, and the subsequent internal appointment of the PCs administrative body, and parliamentary representative.

ASGP regional teams provide technical and financial support for PCs to undertake such monitoring missions, in addition to the ASGP-supported PC specialists. PC district missions address issues such as security challenges and service delivery, including construction and infrastructure projects, and mediation of tribal and family disputes. In the districts of the south and south eastern provinces, for example, the PCs often meet with the district



governor, police chief and community elders and members, to discuss security, and to mediate and resolve the causes of the conflict. PCs' monitoring missions also include visits to districts to oversee service delivery, particularly from line departments such as education and health. PCs investigate the quality of the services and report back to the Ministries and the Provincial Governor, to provide feedback that would improve the quality of education, health and other vital services.

## **EXPENSES FOR THE QUARTER**

During 2014, a total of USD 13,715,409 was spent for this output. For more details, please see Annex 2.

Below is a snapshot of Output-2 progress in relation to its annual targets:

2014 Baseline	2014 Annual Targets	Q1	Q2	Q3	Q4	2014 Actual	Comments
2.1 Number of tashkeel positions filled: Approx. 2305 tashkeel positions filled in the PGOs out of some 2650 positions (87%), and approx. 1759 Tashkeel positions filled in the DGOs out of some 2120 positions (83%).	90% for PGOs; 90% for DGO	2477 (94%) for PGOs; 1696 (85%) for DGOs.	2309 (87%) for PGOs; 1521 (72%) for DGOs.	85% for PGOs; 78% for DGO	94.3% for PGOs; 89% for DGO	94.3% for PGOs; 89% for DGO	On-target for PGOs and off target for DGOs. Cumulative target.
Female tashkeel constitute 3% of all employed tashkeel in the PGO, and 1.8% of the DGO.	12% for PGOs, 6% for DGOs.	49 (2%) for PGOs, 33 (2%) for DGOs.	37 (1.7%) for PGOs, 33 (2%) for DGOs.	50 (2.4%) for PGOs, 35 (2%) for DGOs.	57 (2.1%) for PGOs, some 35 (or 2 %) for DGO.	57 (2.1%) for PGOs, some 35 (or 2 %) for DGO.	Off target for PGOs and DGOs. Cumulative target.
PGOs implement promotional/motivational activities to advocate for female recruitment (new Q1 baseline/ indicator).	14 PGOs	20	20	20	29	29	On-target. Cumulative target.
2.2 PGO HR plans includes Gender Mainstreaming (GM) session (new Q1 baseline/ indicator)	30	24	24	24	29	29	Off-target. Cumulative target.

2.3 Percentage of Tashkeel staff trained on Office Manual: 27% of PGO personnel and 24% of DGO personnel received training on the office manual (any kind of training of any duration) during Q4 2013, with cumulative annual baselines for OM training of 100%.	90% of PGO personnel; 80% of DGO personnel	22% for PGOs and 20% for DGOs	19% for PGOs and 18% for DGOs.	18% for PGOs and 18% for DGOs	31% for PGOs and 24% for DGOs	90% for PGOs, 80% for DGOs.	On-target. The quarterly indicator refers to training of distinct tashkeel personnel over that quarterly period.
2.4 Number of PGOs and DGOs with a separate female toilet facility: Nine PGOs and four DGOs have a separate toilet facility for female personnel.	14 PGOs and 8 DGOs	11 PGOs and 4 DGOs	11 PGOs and 4 DGOs	13 PGOs and 4 DGOs	13 PGOs and 4 DGOs	13 PGOs and 4 DGOs	Off target for PGOs and DGOs. Cumulative target.
2.5 Provinces have Provincial Gender Committees established to support gender sensitive service delivery (new Q1 baseline/ indicator)	18	13	13	13	18	18	On target.
2.6 PGOs Have Communication Strategies (new Q1 baseline/ indicator)	27	18	21	21	21	21	Off-target. Cumulative target.
2.7 Provinces Have Completed PDPs and PSPs: 33 Provinces Have Completed PDPs and 7 Have Completed PSPs	34 PDPs, 11 PSPs	33, with progress on 34th PDP and other PSPs	34 PDPs 7 PSPs	34 PDPs, 7 PSPs ongoing	34 PDPs, 11 PSPs	34 PDPs, five current PSPs.	On target for PDPs, off-target for PSPs.
2.8 Number of PGOs that hold PDP conferences/workshops/initiatives to launch/ develop the PDP (new Q1 baseline/ indicator)	27	18	18	17	26	26	Off-target. Cumulative target.

2.9 PGOs with tashkeel staff who receive Public Financial Management training in line with MOF policy (new Q1 baseline/ indicator)	30% of PGOs (10 PGOs)	17 PGOs	14	23	23	23	On-target. Cumulative target.
2.10 No. of PCs holding monthly internal meetings following the rules and procedures:  25 PCs hold internal meetings (IMs) following the rules and procedures	25 PCs hold IMs	34 PCs held 68 IMs	0	34 PCs hold 68 IMs	34 PCs hold 68 IMs	34 PCs hold 198 IMs.	On-target.
2.11 PCs with members who receive capacity development training/DCC policy. (new Q1 baseline/ indicator)	All PC members received CD training	50	0	100 members	121 PC members.	271 PC members from 22 PCs	Off target.
2.12 Number of PCs whose members undertake monitoring missions to districts (new Q1 baseline/ indicator)	17 PCs (50%) include members that undertake monitoring missions to districts.	34 undertake 6	0 formal monitoring missions	17 undertake 17	24 PCs undertake 8	34 former PCs and 24 newly-elected PCs included members that undertook monitoring mission to districts.	On-target.

### OUTPUT 3: Municipalities have improved institutional and organizational framework and capacity to collect increasing revenue and deliver basic public services by 2014

The municipal component's capacity development results supported municipalities to collect revenue and deliver basic municipal services, including support to new municipal reforms identified by President Ghani. ASGP support included National Technical Assistance embedded in 21 provincial municipalities, and in the Government partner the General Directorate of Municipal Affairs, and support to other provincial and district municipal activities. ASGP interventions and progress against each indicator are identified below.

#### Indicator 3.1 Municipalities have developed and implemented Capacity Development Plans (CDPs)

ASGP supported the development and ongoing implementation of capacity development plans for twenty municipalities in 2014, and progress against the indicator is off target of 25 municipalities.

Throughout 2014, ASGP supported ongoing implementation of municipal CDPs in Farah, Mazar, Maimana, Saripul, Sheberghan, Aybak, Herat, Qala-e-naw, Cheghcheran, Jalalabad, Mehtarlam, Torkham, Kandahar, Charikar, Panjsheer, Mahmood Raqi, Bamyan, Faizabad, and Taloqan. The CDPs are primarily supported through ASGP's municipal specialists, embedded National Technical Assistance in the municipality, and ASGP regional teams.

Municipal CDPs identify support to areas such as revenue generation and service delivery, communication and public participation, and the development of office procedure and guidelines, which contributes to organizational reform and more effective and responsive service delivery.



*'ASGP's capacity development training positively benefited our municipal staff and our office efficiency. Staff understood proper annual planning, implementation and monitoring. Furthermore, their capacities have been enhanced in proper filing management and conduct of effective meetings. Our offices are now equipped with proper office facilities*

Charikar Mayor, Khoja Rohullah Seddiqi.



A Mayoral exposure visit to India, 1-13 January 2014. Thirteen Mayors and three GDMA officials explored municipal governance, and lessons learned in areas such as revenue management and service delivery.

Ten municipalities now have gender priorities integrated into their CDP, with Faizabad, Taloqan and Jalalabad CDPs registering these priorities during Q4, in addition to Maimana Sangcharak and Nili in Q3, and Mahmood Raqi, Mazar, Heart, Charikar in earlier quarters. The integration of gender priorities into municipal CDPs is a first for Afghanistan, and is aligned with the ASGP-supported gender mainstreaming policy for municipalities. These

CDPs include a policy statement committing to gender priorities support to the recruitment, retention and training of female tashkeel and technical (donor supported) personnel, gender sensitive service delivery, such as gender equality principles of land distribution (so that women interested in purchasing or using municipal land do not face discrimination), and training of municipal personnel on IDLG gender policies, such as the ASGP-supported Anti Harassment Policy and Gender Mainstreaming policies.

ASGP specialists provided technical support and mentoring, and also conducted capacity development training of 3500 municipal and municipal-related personnel in 2014. This personnel included 500 women, across 30 targeted provincial and district municipalities, and an additional 20 district municipalities. In Q4, 1440 municipal personnel were trained, including 182 women. This personnel capacity development included governance and development, revenue management and service delivery, citizen participation, and environmental management, and contributed to GOA and ASGP goals of increased revenue and service delivery. Other capacity development initiatives included overseas exposures visits to India and Turkey, and the provision of office ICT and equipment to provincial and district municipalities.

### **Indicator 3.2 - Restructuring initiated in 10 municipalities**

Restructuring has been progressing in 33 municipalities throughout 2014, and progress against this indicator and the year-long reform process is on-target at 100%, with Q4 progress at 45%, above the 35% quarterly target.



A PAR written test in Mehtarlam municipality.

ASGP's municipal personnel and embedded National Technical Assistance specifically supported PAR implementation in 14 municipalities: Sheberghan, Saripul, Aybak, Mehtarlam, Mahmood Raqi, Charikar, Nili, Farah, Mazar, Jalalabad, Ghazni, Herat, Bazarak, and Bamyan. Of these municipalities, the last six have completed 95% of the PAR process.

The PAR process is primarily achieved in these municipalities through meritocratic recruitment, and ASGP supported the identification and advertisement of vacancies, application and orientation workshops, coordination among the municipality, PGO, PC and Civil Service Commission, and support to the conduct of written tests, interviews and shortlisting. Such municipal restructuring ensures that organizations are appropriately resourced, through pay and grading reform and competitive and meritocratic recruitment, to effectively deliver services. The restructuring follows IDLG and IARCSC endorsement of ASGP-supported organisational models for reform of municipalities. ASGP support at GDMA central led to the approval of Public Administration Reform and its initial implementation in 33 provincial municipalities (aside from Kabul).



President Ghani's initiative,  
Jalalabad Reform and Change Workshop



View of Reform and Change  
Workshop in Charikar

ASGP also supported GDMA to implement President Ghani's initiative to identify qualified Mayoral candidates for ten Mayoral positions. Mr. Ghani instructed GDMA to organise workshops in ten cities, inviting members of the public, civil society, and think tanks to discuss municipal challenges and present their vision as Mayor. ASGP's embedded municipal specialists at GDMA supported the directorate and their tashkeel colleagues to develop the concept and implementation framework, and ASGP's regional teams and the NTA personnel supported its implementation. The initiative was also promoted through the GDMA website ( [www.gdma.gov.af](http://www.gdma.gov.af) )

**Indicator 3.3 – Municipalities have public communication and participation strategies developed and implemented**

Eighteen municipalities have developed and implemented communication and public participation strategies during 2014, and progress against this indicator remains on target of 18.

Taloqan municipality's new public communication and participation strategy, finalized in Q4, aims to increase dialogue and transparency between the municipality and line departments, citizens and the international community. The strategy also seeks to develop municipal and funding partnerships among the municipality and the international community, to promote municipal best practice and improve service delivery.

ASGP supports the development of municipal public communication and participation strategies, through the ASGP National Technical Assistance in GDMA central and in the municipalities, and through focused support to aspects of these strategies, including e-governance, School and University Municipal Committees and public awareness programmes. The public communication and participation strategies are three to five year plans, developed during 2012 and 2013, and are now all being implemented.

Throughout 2014, ASGP supported GDMA and municipalities to develop and implement a municipal e-governance package, to improve municipal communication and service delivery, and increase transparency. Municipal websites are the more frequently accessed source of municipal information for urban populations in the largest municipalities of Mazar, Jalalabad, Kunduz, Kandahar, and Herat, and ASGP supports the development and maintenance of these websites, as well as the trialing of additional applications for service requests and delivery, and as a vital component of the payroll system for Integrated Financial Management System. ASGP supported the development of the concept paper in Q1 and Q2, and the implementation and trial in six municipalities in Q3 and Q4.

E-governance can enhance public participation and also improve service delivery, by making services such as business licenses, and Safayi tax (cleaning or maintenance tax) more readily

available and efficient, and by reducing transaction costs. ASGP continues to financially and technically support ICT infrastructure and internet in municipalities.

ASGP is also supporting effective municipal public outreach and communication through School and University Municipal Committees and public awareness programmes, to ensure citizens are more informed and engaged, and that municipal governance and service delivery is more inclusive, effective and sustainable.

In 2014, ASGP supported 265 School Municipal Committees and 19 University Municipal Committees, up from 242 and 13, respectively, during Q3. School and University-level Municipal Committees model Afghan municipalities, and educate Afghans, particularly women and youth, about the roles and responsibilities of municipalities to their citizens. The University Municipal Committees are in Jalalabad, Mehtarlam, Panjshir, Mahmood Raqi, Asadabad, Faizabad, Bamyan (3), Nili (3), Sheberghan, Aybak (3), Saripul (2), and Maymana. The SMCs are in all regions, although most common in the north. ASGP also promoted municipal public outreach and awareness through municipal websites (for example by support to Kandahar, Herat, Mazar and Jalalabad websites) which also serve as a tool for information sharing, and social and broadcast media.

#### **Indicator 3.4 Municipalities have improved service delivery**

During 2014, eight municipalities have improved service delivery, as measured by the completion of fourteen small service delivery projects, above target of 10 cumulative projects.

Examples of service delivery projects supported during 2014 include the construction of parks, a Municipal Advisory Board office, and work on road, lane and culvert construction. In each service delivery project, ASGP provided financial support, as well as the technical support of ASGP and LOA personnel.

In 2014, ASGP also supported improved service delivery through the development and implementation of minimum service standards (MSS) to four municipalities, which outline the minimum services that citizen can expect from their municipality, and ASGP also supported GDMA to initiate a review of gender sensitivity of municipal services. However GDMA halted ASGP's review of gender sensitive municipal services in Q2, saying that GDMA instead wished to focus on PAR. As a mitigating strategy, ASGP worked with GDMA to develop, identify and coordinate municipal gender focal points. (For further information on this and on other ASGP support to gender municipal initiatives, please refer to the section on gender.)



Pashtonyar Durrani, Head of Statistics and Reporting, GDMA.

*'The introduction of e-governance to municipalities through ASGP is a great initiative. It increases communication between the center and municipalities, and access to information becomes easy and very effective. Municipalities can respond much sooner to inquiries, compared to the prolonged period before.'*

ASGP also supported 20 MABs in 2014, in line with GDMA policy. MABs are drawn from civil society, Nahia and Gozar organisations, Maliks, and women's and youth's groups, to advise municipal bodies



on community development needs and priorities and solicit public feedback, to ensure that municipalities are more representative and accountable. ASGP contributes to institutional, organizational and individual support to the national roll out of MABs, including the development of MAB policy and guidelines, MAB creation on the ground, and orientation and training for MAB members.

### **Indicator 3.5 Number of municipalities that have a Revenue Enhancement Action Plan (REAP)**

ASGP supported the development and implementation of 30 municipal Revenue Enhancement Action Plans (REAP) in 2014, and progress against the indicator is on target of 30 REAPs, while ASGP supported additional work on 10 district municipal REAPs.

ASGP continued to support the implementation of REAPs in provincial and district municipalities across Afghanistan, in municipalities such as Mehtarlam, Qala-e-naw, Chechcheran, Farah and Herat. Municipalities are unique among Afghanistan’s subnational governance entities in that they are constitutionally mandated to raise revenue, independent of the central government’s budget allocation, and deliver services (such as business and property registration, and environment and waste management), in line with the principles of financial and political deconcentration articulated in the SNG.

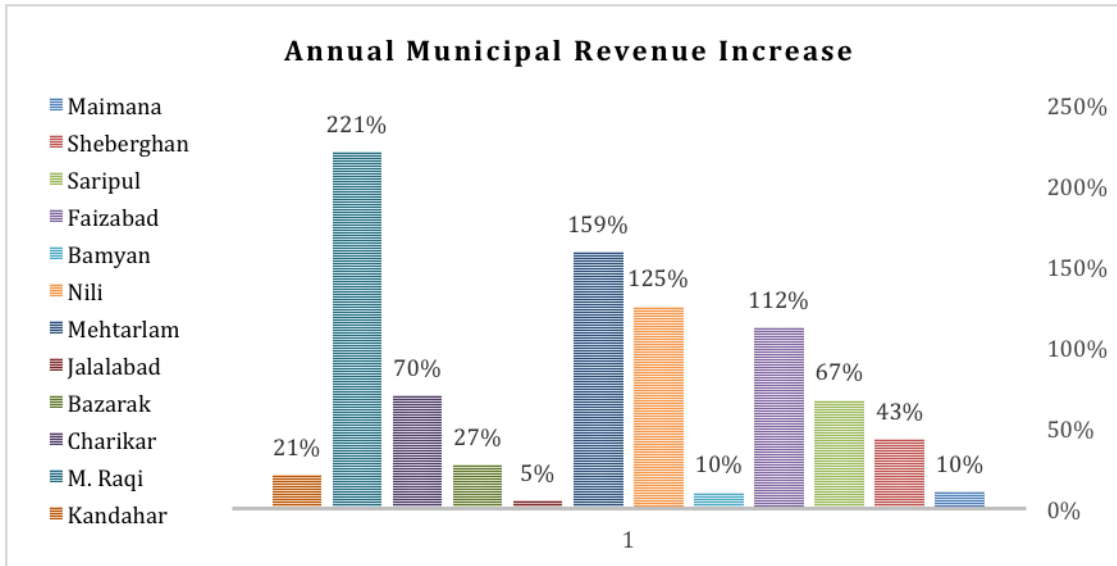
### **Indicator 3.6 % of municipalities that register increase of 20% or more (year on year) in municipal own-source revenue**

During 2014, ASGP’s municipal component and its embedded National Technical Assistance focused technical support to nineteen provincial municipalities to support revenue generation. Nine of the nineteen targeted provincial municipalities, or 47% of targeted municipalities, registered an increase of 20% or more in own source revenue, above the target of 20% of nominated municipalities.

The provincial municipalities include Mazar, Maimana, Sheberghan, Aybak, Sari Pul, Faizabad, Taloqan, Bamyan, Nili, Mehtarlam, Jalalabad, Qala naw, Cheghcheran, Herat, Farah, Bazarak, Charikar, Mahmood Raqi and Kandahar. Those municipalities that registered an increase in revenue are highlighted in the table below.



Views of Charikar MAB second year election and accomplishment reporting to GDMA, municipality and citizens.



In addition during 2014, ASGP support 11 district municipalities to develop and implement REAPs (for Torkham, Ghanikhail, Andkhoy, Aqcha, kholm, Balkh, Sholgara, Dawlatabad, Gozara, Ghorian, Engil). Three of these reflected an increase in own source revenue over the previous year. ASGP’s technical specialists supported the municipal government to raise sustainable own source revenue, through support to government property registration, contract management of municipal markets, properties, and business permits, and city services charges. This supports municipalities to become more sustainable and autonomous, in line with the principles of financial and municipal deconcentration articulated in the NPPLG. The NPPLG identifies municipal revenue generation and management as a ‘critical issue’, for municipal administrations. Municipalities’ unique function in subnational governance allows them to support ‘reform’ of ‘financing of local government’, as the NPPLG puts it, to help ‘underpin local democracy and accountability’.

## EXPENSES FOR THE QUARTER

During 2014, a total of USD 2,249,623 was spent for this output. For more details, please see Annex 2.

Below is a snapshot of Output-3 progress in relation to its annual targets:

2014 Baseline	2014 Annual Targets	Q1	Q2	Q3	Q4	2014 Actual	Comments
3.1 Municipalities have developed and implemented Capacity Development Plans (CDPs) : 15 municipalities have CDP implemented	20	17	18	19	20	20	On-target.
3.2 Restructuring initiated in 10 municipalities  GDMA supported with formulation of organisational model and implementation in 10 municipalities.	Support GDMA to complete reform in 10 cities.	20%	20%	45%	45%	100%	On-target. Progress and target are measured in a cumulative manner, with each quarter building on the progress of the preceding quarter, and aiming for a total of 100% by Q4 2014.
3.3 13 Municipalities have public communication and participation strategies developed and implemented: Municipalities have developed and implemented communication and public	18 (270 SMCs, 12 UMCs)	14 (205 SMC, 8 UMCs)	16 (213 SMC, 8 UMCs)	17 (242 SMCs, 13 UMCs)	18 (265 SMC, 19 UMCs)	18 (265 SMC, 19 UMCs)	On-target.

participation strategies including e governance, 200 SMC & 8 UMC							
3.4 Municipalities have improved service delivery: 10 ASGP-supported small scale service delivery projects implemented.	10 municipalities have improved service delivery	5	3	7	14	14	On-target. Cumulative target.
3.5 Number of municipalities that have a Revenue Enhancement Action Plan (REAP) 19 provincial and 10 district municipalities have REAP.	30	19	19 provincial and 13 districts develop REAPs	19 provincial and 2 district municipalities implement REAPs	30 provincial and 10 district municipalities implement REAPs	30 provincial and 10 district municipalities implement REAPs	On-target.
3.6 % of targeted municipalities that register increase of 20% or more (year on year) in municipal own-source revenue Fourteen municipalities register increase in municipal own-source revenue.	20%	20%	20%	20%	47%	47%	On-target. Q1-3 recorded estimated targets, based on municipal revenue depts.' provisional quarterly reports. In the Q4 release of official figures, 47% of targeted municipalities registered an increase in municipal own-source revenue.

### III. GENDER SPECIFIC RESULTS

Throughout 2014, ASGP implemented a governance and capacity development workplan that commits a minimum of 12% to specific gender initiatives. The workplan supported several new initiatives that contributed to increased gender equality and gender mainstreaming, particularly in relation to IDLG and municipalities, as well as ongoing support to these entities and to Provincial and District Governors Offices across Afghanistan.

Highlights of ASGP support to gender and organisational and personnel capacity development at IDLG included ASGP support to the development of a Gender Mainstreaming Plan, which built upon IDLG's updated Capacity Development Plan, also developed with ASGP's technical and financial support in 2014. ASGP personnel embedded at IDLG worked with IDLG's Gender Unit to develop and implement the Gender Mainstreaming Plan, which prioritises personnel capacity development of IDLG's female tashkeel, including female service tashkeel as well as technical and tashkeel personnel. The plan, which followed a capacity assessment, includes weekly coaching and mentoring classes for all female tashkeel, as well as workshops on gender mainstreaming, and capacity assessments in Q4 demonstrated improved capacity scores. The plan also identifies stronger linkages on gender, between IDLG central and provincial Gender Committees, as important to promote knowledge sharing and networking among female personnel, and foregrounds training in other gender policies, such as the ASGP-supported Anti Harassment Policy, developed in 2013 and the first such anti-harassment policy in Afghanistan.



ASGP's Municipal Information Management Specialist leads a GDMA Gender Focal Group presentation.

ASGPs support to gender and organisational capacity development also included technical support to the development of the Gender Mainstreaming Guideline for Municipalities, which aims to ensure that gender is prioritised in municipal governance and service delivery. ASGP municipal personnel also provided technical support to the implementation of this guideline, including the finalisation of ToRs for Gender Focal Points in municipalities, and support to subsequent workshops and activities as the GDMA Gender Focal Group.

ASGP continued to promote gender mainstreaming in its support to Provincial and District Governors Offices, and ongoing highlights include technical and financial support to the office of Afghanistan's female district governor, as well as a continued

partnership with the UNDP's Gender Equality Project (GEP) to support Provincial Gender Committees, which promote gender sensitive service delivery and oversight of line department services that impact women. In 2014, 18 provinces have Provincial Gender Committees, up from 13 in Q1. ASGP also continued its partnership with the Civil Service Commission (CSC) and other subnational partners such as the Department of Women's Affairs (DOWA) to support female candidates preparing for the tashkeel recruitment exams for the PGO and DGO and for the civil service, to increase their prospects as civil servants in public administration. ASGP's ongoing capacity development work with technical and tashkeel personnel in municipal and provincial entities includes orientation on gender policy, such as the ASGP-supported Anti-Harassment Guideline, and the role of gender and SNG. Throughout 2014, ASGP supported gender mainstreaming and gender sensitization among all PGOs, and in the governance and development process. Twenty nine PGO HR plans now include a gender mainstreaming session, which ensures

that all personnel are oriented on gender policies, while most PDPs now consider gender in their provincial planning.

## **IV. PARTNERSHIPS**

Throughout 2014, ASGP continued to partner with the GOA, UNAMA and UN agencies, civil society, donors, and project implementers, to improve ASGP programme results and contribute to more effective subnational governance.

In addition to ASGP's primary ongoing partnerships with the Provincial and District Governors Offices, Provincial Councils, municipalities, and IDLG, ASGP also partnered with other GOA entities including the Ministry of Finance (MOF), to implement ASGP-supported capacity development training that best complements the draft Provincial Budgeting Policy and MOF regulations. ASGP continued to supported IDLG and other provincial and municipal partners to engage with the Department of Women's Affairs (DOWA) and highlight the integral role of the National Action Plan for Women of Afghanistan (NAPWA), and issues of gender equality and gender mainstreaming. ASGP also worked with the UNDP's Gender Equality Project (GEP) and the Justice and Human Rights Project (JHRA), to support gender priorities and results, and with the UNDP CO Gender Specialist to develop a leadership programme that would include some female PC members, from Q1 2015. And ASGP's partnerships with other UN entities included UNAMA and UN HABITAT, which involved joint workshops to support gender mainstreaming and subnational governance, and gender mainstreaming in municipalities, respectively.

ASGP also continued to work with donors on project implementation and design, including planned USAID provincial and municipal programming. ASGP also meets often with DFID and their technical team, to explore technical developments and future areas of support to subnational governance and works closely with GIZ in several of the north and northeastern provinces, where GIZ supports some aspects of governance and development. ASGP also implemented the SNG work plan in Helmand in 2014, as part of the Helmand Engagement Plan developed by the UNDP Country Office, DFID, Denmark and Estonia, and the Office of the Provincial Governor of Helmand for 2014. The Helmand Engagement Plan does not extend beyond 2015 and the office is set for closure in January 2015.

ASGP would like to thank all donors for their continued support, including those donors that committed in Q4 to support subnational governance into 2015. Ongoing donor support is critical to the work of ASGP, its provincial and municipal partners, and to IDLG, as we work toward more effective, democratic and sustainable subnational governance in Afghanistan.

## V. ISSUES

- **Donor earmarking**

Several donors continued to tie their aid to specific provinces, which skewed support to SNG and undermined GOA and development policy. The mitigation strategy includes joint UNDP/ASGP, IDLG and provincial and municipal partners' advocacy toward donors and stakeholders about the value of support that is not earmarked, and is aligned with GOA and development goals. Q3 and Q4 showed further progress in this strategy, as several donors indicated that their future support to subnational governance would be broader and non-earmarked.

- **Resource mobilization for IDLG**

Sustainability of long-term salary and resource support for IDLG remains unclear.

The mitigation strategy includes the development of a new ASGP resource mobilisation strategy, joint ASGP-IDLG and IDLG-GOA resource mobilisation initiatives, including appeals to SNG donor forums and board meetings. A similar mitigation strategy in 2013 secured funding for IDLG central in 2014. IDLG also committed to a phased reduction of NTA staff supported by the LOA, and a sustained **emphasis on capacity** development of Tashkeel personnel, which is more sustainable and cost effective than NTA support.

- **The Letter of Agreement modality**

A Letter of Agreement (LOA) between UNDP, IDLG, each PGO, and some Municipal Offices empowers governance institutions to take the lead in implementation of specified ASGP governance and capacity development activities (including salary support to personnel), in line with the principles of financial and political deconcentration articulated in the NPPLG and SNG. The agreement attempts to devolve decision-making and work planning to the provincial level, and ensure that UNDP partners follow appropriate financial and operational practices. However, the LOA has yet to become an efficient instrument to systematically support activities, and delays in advances and liquidation are common.

During Q4 2013, ASGP, IDLG and provincial partners determined that UNDP should assume responsibility for direct payment for these activities in the provinces. ASGP in Kabul will directly pay the salaries of the National Technical Assistance working in provincial offices, while ASGP's regional offices will manage payment for provincial activities. ASGP and provincial partners will continue to adhere to programmatic aspects of the Standard Operating Procedures (SOP) that had governed the LOA, and will continue to support partners to develop work plans, activities and personnel that are 'essential for governance'. Other aspects of the mitigation strategy include education to all partners about the SOP for the LOA, and an emphasis on the need for adherence to the SOP. ASGP personnel in Kabul and the provinces worked with IDLG and the MOF during Q3 to improve financial management and procurement competencies among all partners, particularly provincial GOA focal points who work on the LOA, to promote the rules and procedures defined by UNDP/ASGP and IDLG, and the GOA.

- **Insecurity**

The fluctuating security situation continues to affect project delivery in some areas, compounded by the reduction of UNAMA and UNHAS flights and the closure of some UNAMA facilities.

The mitigation strategy involves greater use of ASGP supported National Technical Assistance (also referred to above as 'LOA personnel') and internet communication to remotely monitor activities and results in areas where security-cleared flights are unavailable and road missions are not allowed, and first-hand monitoring is not possible. The southeast region, some provinces in the West and South and Nuristan as well as many of the districts are such areas.

Please refer to the full issue log in the annex for a comprehensive account of issues that could affect the achievement of the project results.

## **VI. RISKS**

Risks are a possibility that an event will occur and affect the achievement of the project results. This section highlights only the risks that have been identified in this quarter. Please refer to the full risk log in the annex for a comprehensive account of risks that could affect the achievement of project results.

- **Leadership and organisational change among GOA and SNG partners**

The 2014 Presidential and Provincial Council elections impacted the delivery and leadership of ASGP's government partners at the national and subnational levels in Q3 and Q4. Electoral law restricted PGO and PC activities during the electoral campaign of Q1, including certain governance activities supported by ASGP. In Q2, the Provincial and District Governors Offices' preoccupation with the election, and the interests of some tashkeel personnel, persisted throughout the first and second round of voting, and the ongoing election audit, and hindered work plan implementation and project delivery. In Q3, constitutional restrictions on the recruitment and termination of personnel in Ministries and Directorates also impacted the entities supported by ASGP, such as PGOs and municipalities, and undermined ASGP supported governance reforms such as PAR, and capacity development and recruitment processes, such as those geared toward recruitment and orientation of tashkeel personnel. This constitutional restriction on the recruitment and termination of personnel in Ministries and Directorates, persisted throughout Q4, and will continue until the appointment of new Ministers and General Directors, set to occur in Q1 2015.

The GOA and international community also anticipate changes to the leadership of many GOA Ministries following the elections. ASGP will also be affected by the anticipated changes in the tenure and appointment of Governors, who coordinate governance and development and also function as the representative and appointee of the President. Such leadership changes may also include organisational change, including the National Technical Assistance specialists embedded in the PGO, PC and municipal offices. For ASGP, such changes, if they do occur, will likely lead to delays in programme implementation, as personnel may be unfamiliar with UNDP/ASGP and GOA



policies and processes. ASGP attempts to mitigate the risk by supporting organizational and individual capacity development for subnational partners and a broad range of technical specialist and tashkeel personnel, to minimize the impact of changes of certain personnel.

### **National Technical Assistance (NTA) Policy Implementation**

UNDP has been working with IDLG to implement the GOA policy on National Technical Assistance (NTA), and finalised implementation of the policy in Q1. ASGP identified some challenges among the credential and terms of reference of LOA personnel in IDLG central. (This affected the finalisation of the IDLG component of the ASGP AWP and delayed implementation in Q1.)

To mitigate this risk to NTA policy implementation, UNDP/ASGP and UNDP CO continue to monitor NTA issues, including the qualifications and deliverables of NTA personnel. The parties are also reviewing the LOA for lessons learned (see below), which would be incorporated into ASGP's exit strategy.

### **Regional Office Closure**

In Q4 2014 ASGP closed regional and provincial offices in Kunduz, Jalalabad, and Bamyan, following an exit strategy presented to the Project Board in October 2014. UNDP, other UN agencies, and donor partners are currently assessing support for the office in Helmand, to determine its viability into 2015.

The regional offices provided oversight and support to capacity development and governance activities in the regions of the North East, East and Southeast, Central Highlands, and the province of Helmand. The offices also contributed to regional UNDP work plans and promoted UNDP coherence and UN 'delivery as one'. ASGP paid a significant proportion of UNDP regional costs charged by the UNDP Country Office for the facilities, including 39% of the costs of the Kunduz office, 32% of the Jalalabad office, 65% of the Bamyan office, and 100% of the Helmand office. The withdrawal of ASGP also has financial implications for UNDP's regional presence. The Helmand office, for example, is set for closure in Q1 2015, and to date no additional sources of funding have been identified that would sustain the only UN office in the province.

As a mitigating strategy, ASGP will deploy personnel from other regional offices and from Kabul to provide oversight and support to capacity development and governance activities.

## VII. LESSONS LEARNED

- **ASGP and IDLG Promotion of LOA rules and procedures**

The 2013 decision to cancel the fund management aspect of the provincial LOA that had operated during 2013, and resume direct payment by UNDP highlights the challenges of supporting stringent and efficient financial management and procurement and political and financial deconcentration, in a context informed by inadequate capacity, centralized processes, and insecurity. These issues were also highlighted in UNDP and donor evaluations of ASGP. UNDP/ASGP and IDLG, with the support of donors and implementing partners, are jointly identifying lessons learned that will address these challenges, particularly financial management controls at IDLG central.

- **Donor and stakeholder coordination is increasingly important to programme delivery and ASGP and GOA strategy**

UNDP and ASGP improved donor and stakeholder coordination in Q3 and Q4 2014, and clarified project and SNG programme delivery and strategy. This coordination and direction is particularly important in the context of future subnational governance programming.

The Project Board extended ASGP to 30 June 2015, at the Project Board Meeting of 29 October 2014. IDLG Deputy Minister HE Farid Mamundzay requested donors to support the extension, to deliver President Ghani's de-concentration reforms, and because a successor programme to ASGP II was not ready, which would mean a complete loss of external support and a vacuum for subnational governance. IDLG and UNDP, as co-chairs of the Project Board, encouraged donors to 'think of ASGP and a successor programme' in terms of bridge funding. Funding provided now to ASGP would sustain the current programme until its successor is ready, with the prospect of a funding transfer to the successor programme, with the consent of the donor.

The lessons learned that will be incorporated into the project include consistent meetings at the management, technical and field level between key donors and stakeholders in subnational governance. These donors include the EU, DFID, the Swiss Development Cooperation, the Swedish International Development and Cooperation Agency, Japan, Finland, and Korea. Other stakeholders include USAID and the National Democratic Institute (NDI), which plan to support SNG in the future. The key GOA partners include IDLG, as well as the Ministry of Finance and the Ministry of Rural Rehabilitation and Development. ASGP remains the only programme to actively support PGOs, PCs, and municipalities throughout Afghanistan, and the main source of support to IDLG central, following the dissolution of NDI and the Performance Based Governance Fund and their support to PCs and PGOs in 2013.

## VIII. FUTURE PLAN

Taking into account results and outcomes, and the issues, risks, and lessons learned, ASGP's programme strategy for 2015 includes the following future plans:

The ASGP project will be extended to June 2015 to ensure continued support to subnational governance, and to reduce any gap between ASGP II and any subsequent UNDP subnational governance project. ASGP will provide input into UNDP's SNG strategy and future programme design, including the identification of lessons learned and an exit strategy. An ASGP exit strategy focused on staffing, Letter of Agreement (LOA) funded staffing, and reduction of the regional footprint has been presented to the board and implemented.

ASGP and IDLG's development and implementation of the 2015 work plan continues the effective coordination with other donors and implementing partners, such as DFID, USAID, and the National Democratic Institute, as well as consultation with MRRD and MOF, to utilize each partners' comparative advantage in support of new SNG policies and results. ASGP will continue to work with IDLG, donors and subnational partners on improving the efficiency and effectiveness of the LOA modality for support to IDLG central, and to develop this capacity within IDLG. This includes an emphasis on the roles and procedures defined by UNDP/ASGP and IDLG, including the recruitment, reporting lines, and performance of the LOA personnel, capacity development of contract and tashkeel personnel, and organizational reform of relevant directorates. UNDP also conducted an audit of ASGP and IDLG, and UNDP is obliged to conduct a capacity assessment of IDLG as an implementing partner. UNDP/ASGP will also continue to monitor implementation of the GOA NTA policy.

## IX. ANNEXES

### ANNEX 1: FINANCIAL TABLE

#### The Interim Donor Report for the period January to December 2014 for (ASGP II)

Annex 1. Financial Table

Donor Name	COMMITMENT/ PREVIOUS YEARS RECORD				CURRENT YEAR - 2014					FUTURE EXPENSES		TOTAL RECEIVABLE		
	Commitment (a)	Revenue Collected 31/12/2013 (b)	Expenses 31/12/2013 (c)	IPSAS Adjustment (d)	Opening Balance E=(b-c+d)	Contribution Revenue (f)	Other Revenue (g)	Expenses Jan to Dec 2014 (h)	Closing Balance I=(e+f+g - h)	Commitments (Unliquidated Obligations) (j)	Undepreciated of fixed Assets and Inventory (k)	(Future Due) L=(a-b-f)	(Past Due) (m)	Available Resources N=(i - j - k-m)
AusAid	1,000,000	1,000,000	931,105	1,926	70,821	-	-	(301)	71,122	-	-	-	-	71,122
European Union	16,019,909	15,810,203	15,943,864	(33,059)	(166,720)	-	-	(59,951)	(106,769)	-	-	84,039	-	(106,769)
Finland-00110	669,389	669,389	2,324	-	667,065	-	109	657,686	9,487	-	-	-	-	9,487
France-00112	405,551	405,551	151,332	-	254,219	-	26	253,828	417	399	-	-	-	18
Italy	2,565,924	2,565,924	2,546,979	(10,902)	8,043	-	-	46	7,997	-	-	-	-	7,997
Japan	6,989,196	6,989,196	6,954,067	793	35,922	-	-	31,443	4,479	-	-	-	-	4,479
SDC (Switzerland)	8,042,691	4,883,046	3,798,532	20,551	1,105,066	3,159,645	725	3,023,180	1,242,256	45,595	-	-	-	1,196,662
Sweden (SIDA)	17,277,644	10,643,062	8,276,907	-	2,366,155	6,773,028	584	6,170,342	2,969,425	67,461	(2,175)	-	-	2,904,139
DFID-551	9,600,000	9,600,000	9,515,061	9,057	93,996	(154)	3,306	(187)	97,335	-	-	-	-	97,335
Denmark-00095	320,000	320,000	-	-	320,000	86,000	-	320,012	85,988	-	-	-	-	85,988
Estonia-00105	475,543	475,543	-	-	475,543	-	-	475,542	2	-	-	-	-	2
Korea-00204	8,000,000	5,000,000	-	-	5,000,000	3,000,000	366	5,558,503	2,441,863	51,005	17,780	-	-	2,373,078
UK-00248	651,466	651,466	-	-	651,466	-	69	608,733	42,801	-	-	-	-	42,801
UNDP (CCF)	4,132,110	4,132,110	4,132,110	-	-	-	-	410	(410)	-	-	-	-	(410)
UNDP (TRAC)	3,846,330	2,446,330	2,446,330	-	-	1,400,000	-	1,409,720	(9,720)	-	9,618	-	-	(19,338)
<b>Grand Total</b>	<b>79,995,753</b>	<b>65,591,819</b>	<b>54,698,610</b>	<b>(11,633)</b>	<b>10,881,577</b>	<b>14,418,519</b>	<b>5,184</b>	<b>18,449,007</b>	<b>6,856,273</b>	<b>164,460</b>	<b>25,223</b>	<b>84,039</b>	<b>-</b>	<b>6,666,590</b>

Note:

i) The figures provided in the above statement are provisional; the final figures will be known once the 2014 year closure exercise will be completed.

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

## ANNEX 2: EXPENSES BY OUTPUT

### The Interim Donor Report for the period January to December 2014 for (ASGP II)

#### Annex 2. Expenses by Output

Project Output ID and Description	2014 Budget (AWP)	Expenses (Jan - Dec 2014)	Delivery Rate	Remarks
Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place	3,014,716	2,482,215	82%	
<b>Sub-total Output 1</b>	<b>3,014,716</b>	<b>2,482,215</b>	<b>82%</b>	
Output 2: (Atlas ID 78991): PGO/DGO have capacity to lead and develop plan, programme and implement strategies for improving governance, development and security in accordance with ANDS	18,940,002	13,715,409	72%	
<b>Sub-total Output 2</b>	<b>18,940,002</b>	<b>13,715,409</b>	<b>72%</b>	
Output 3: (Atlas ID 79239): Municipalities have improved institutional and organizational framework and capacity to collect increasing revenues and deliver basic public services by 2014	2,353,141	2,249,623	96%	
<b>Sub-total Output 3</b>	<b>2,353,141</b>	<b>2,249,623</b>	<b>96%</b>	
Output 4: (Atlas ID 78993):	-	1,760	0%	
<b>Sub-total Output 4</b>	<b>-</b>	<b>1,760</b>	<b>0%</b>	
<b>Grand Total</b>	<b>24,307,859</b>	<b>18,449,007</b>	<b>76%</b>	

\*The expense with no budget under output 78993 is the Depreciation cost of fixed assets charged automatically by system.

## ANNEX 3: EXPENSES BY DONOR

### The Interim Donor Report for the period January to December 2014 for (ASGP II)

#### Annex 3. Expenses by Donor

Donor Name	Project Output ID and Description	2014 Budget (AWP)	Expense Jan to Dec 2014)	Delivery Rates
SDC (Switzerland)	Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place.	382,580	380,032.49	99%
	Output 2: (Atlas ID 78991): PGO/DGO have capacity to lead and develop plan, programme and implement strategies for improving governance, development and security in accordance with ANDS	2,510,891	2,054,050	82%
	Output 3: (Atlas ID 79239): Municipalities have improved institutional and organizational framework and capacity to collect increasing revenues and deliver basic public services by 2014	419,015	589,098	141%
<b>Sub-Total</b>		<b>3,312,486</b>	<b>3,023,180</b>	<b>91%</b>
Denmark	Output 2: (Atlas ID 78991): PGO/DGO have capacity to lead and develop plan, programme and implement strategies for improving governance, development and security in accordance with ANDS	318,432	320,012	100%
	Output 3: (Atlas ID 79239): Municipalities have improved institutional and organizational framework and capacity to collect increasing revenues and deliver basic public services by 2014	1,568	-	0%
<b>Sub-Total</b>		<b>320,000</b>	<b>320,012</b>	<b>100%</b>
Estonia	Output 2: (Atlas ID 78991): PGO/DGO have capacity to lead and develop plan, programme and implement strategies for improving governance, development and security in accordance with ANDS	451,775	475,542	105%
	Output 3: (Atlas ID 79239): Municipalities have improved institutional and organizational framework and capacity to collect increasing revenues and deliver basic public services by 2014	23,768	-	0%
<b>Sub-Total</b>		<b>475,543</b>	<b>475,542</b>	<b>100%</b>
Finland	Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place.	150,861	202,855	134%
	Output 2: (Atlas ID 78991): PGO/DGO have capacity to lead and develop plan, programme and implement strategies for improving governance, development and security in accordance with ANDS	401,609	331,097	82%
	Output 3: (Atlas ID 79239): Municipalities have improved institutional and organizational framework and capacity to collect increasing revenues and deliver basic public services by 2014	126,597	123,735	98%
<b>Sub-Total</b>		<b>679,067</b>	<b>657,686</b>	<b>97%</b>
France	Output 2: (Atlas ID 78991): PGO/DGO have capacity to lead and develop plan, programme and implement strategies for improving governance, development and security in accordance with ANDS	161,861	156,877	97%
	Output 3: (Atlas ID 79239): Municipalities have improved institutional and organizational framework and capacity to collect increasing revenues and deliver basic public services by 2014	92,358	96,951	105%
<b>Sub-Total</b>		<b>254,219</b>	<b>253,828</b>	<b>100%</b>
Korea	Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place	1,153,122	755,537	66%
	Output 2: (Atlas ID 78991): PGO/DGO have capacity to lead and develop plan, programme and implement strategies for improving governance, development and security in accordance with ANDS	6,154,261	4,263,900	69%
	Output 3: (Atlas ID 79239): Municipalities have improved institutional and organizational framework and capacity to collect increasing revenues and deliver basic public services by 2014	692,617	539,066	78%
<b>Sub-Total</b>		<b>8,000,000</b>	<b>5,558,503</b>	<b>69%</b>
UK	Output 2: (Atlas ID 78991): PGO/DGO have capacity to lead and develop plan, programme and implement strategies for improving governance, development and security in accordance with ANDS	651,466	608,733	100%
<b>Sub-Total</b>		<b>651,466</b>	<b>608,733</b>	<b>93%</b>

Sweden (SIDA)	Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place	714,104	538,489	75%
	Output 2: (Atlas ID 78991): PGO/DGO have capacity to lead and develop plan, programme and implement strategies for improving governance, development and security in accordance with ANDS	7,617,680	4,952,577	65%
	Output 3: (Atlas ID 79239): Municipalities have improved institutional and organizational framework and capacity to collect increasing revenues and deliver basic public services by 2014	760,471	679,277	89%
<b>Sub-Total</b>		<b>9,092,255</b>	<b>6,170,342</b>	<b>68%</b>
Japan	Output 2: (Atlas ID 78991): PGO/DGO have capacity to lead and develop plan, programme and implement strategies for improving governance, development and security in accordance with ANDS	92,508	24,711	27%
	Output 3: (Atlas ID 79239): Municipalities have improved institutional and organizational framework and capacity to collect increasing revenues and deliver basic public services by 2014	22,470	6,732	30%
<b>Sub-Total</b>		<b>114,978</b>	<b>31,443</b>	<b>27%</b>
EC	Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place	-	2,152	0%
	Output 2: (Atlas ID 78991): PGO/DGO have capacity to lead and develop plan, programme and implement strategies for improving governance, development and security in accordance with ANDS	-	(62,762)	0%
	Output 3: (Atlas ID 79239): Municipalities have improved institutional and organizational framework and capacity to collect increasing revenues and deliver basic public services by 2014	-	487	0%
	Output 4: (Atlas ID 78993):	-	172	0%
<b>Sub-Total</b>		<b>-</b>	<b>(59,951)</b>	<b>0%</b>
DFID	Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place	-	(187)	0%
		<b>-</b>	<b>(187)</b>	<b>0%</b>
UNDP (Core Fund)	Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place	614,049	602,926	98%
	Output 2: (Atlas ID 78991): PGO/DGO have capacity to lead and develop plan, programme and implement strategies for improving governance, development and security in accordance with ANDS	571,674	590,928	103%
	Output 3: (Atlas ID 79239): Municipalities have improved institutional and organizational framework and capacity to collect increasing revenues and deliver basic public services by 2014	214,277	214,278	100%
	Output 4: (Atlas ID 78993):	-	1,587	0%
<b>Sub-Total</b>		<b>1,400,000</b>	<b>1,409,720</b>	<b>101%</b>
UNDP (CCF)	Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place	-	410	0%
<b>Sub-Total</b>		<b>-</b>	<b>410</b>	<b>0%</b>
Italy	Output 2: (Atlas ID 78991): PGO/DGO have capacity to lead and develop plan, programme and implement strategies for improving governance, development and security in accordance with ANDS	7,845	46	1%
<b>Sub-Total</b>		<b>7,845</b>	<b>46</b>	<b>1%</b>
AusAid	Output 2: (Atlas ID 78991): PGO/DGO have capacity to lead and develop plan, programme and implement strategies for improving governance, development and security in accordance with ANDS	-	(301)	1%
<b>Sub-Total</b>		<b>-</b>	<b>(301)</b>	<b>1%</b>
<b>Grand Total</b>		<b>24,307,859</b>	<b>18,449,007</b>	<b>76%</b>

Note:

- i) The Over spent balances under SDC, Estonia, Finland, France and UNDP Core fund will be adjusted in Budget revision for 2014.
- ii) The expenses(negative and positive) under EC and AusAid are due to adjustments of over/under-charged GMS in 2013.
- iii) An ineligible expense from year 2010 under DFID was cancelled in 2014.
- iv) The expense with no budget under UNDP is the Depreciation cost of fixed assets charged automatically by system.
- v) The expense charged to UNDP - CCF is an outstanding purchase order of 2013 closed in 2014.

## ANNEX 4: ISSUE LOG

#	DESCRIPTION	DATE IDENTIFIED	IMPACT/PRIORITY	COUNTERMEASURE/MNGT RESPONSE	OWNER	STATUS
1	Donor earmarking. Several donors continued to tie some of their aid to specific provinces, further skewing support and fostering inequity, undermining GoA and development policy.	June 2013	Operational Impact = 4 Priority = 4	UNDP/ASGP and IDLG advocacy toward donors and stakeholders about the value of support that is not earmarked. ASGP's Annual Work Plan attempts to provide sufficient budget flexibility, to ensure that the project can effectively deliver across all provinces and components.	ASGP Kabul, IDLG	Reducing
2	Resource mobilisation for IDLG. Sustainability of long-term salary and resource support for IDLG remains unclear. Without international financial support, maintaining the IDLG current staffing level is unsustainable	February 2012	Operational Impact = 3 Priority = 4	UNDP is working with donors and the Government of Afghanistan to address financial sustainability, including implementation of the NTA policy.	ASGP Kabul, IDLG	Reducing
3	The LOA modality, including delay in salary payments to LOA personnel, due to operational and financial rules and processes specified between UNDP and IDLG.	Dec. 2011, 2012, 2013	Impact = 5 Priority = 5	In Q1 ASG move to direct payment for all provincial activities and personnel. Greater education. The SOP, and engagement between UNDP and IDLG management, technical, and field staff. Greater focus on capacity development of LOA personnel working in financial management and procurement.	ASGP Kabul & Regional Teams	Reducing
4	Insecurity. The fluctuating security situation continues to affect project delivery in some areas, compounded by the reduction of UNAMA and UNHAS flights and the closure of some UNAMA facilities.	December 2013	Impact = 3 Priority = 3	Greater use of LOA personnel and other partners in project implementation, and increased remote monitoring of activities and results in particularly insecure areas.	ASGP Kabul & Regional Teams	Increasing



## ANNEX 5: RISK LOG

#	DESCRIPTION	DATE IDENTIFIED	TYPE	IMPACT & PROBABILITY	COUNTERMEASURES/ MNGT. RESPONSE	OWNER	SUBMITTED /UPDATED BY	LAST UPDATED	STATUS
1	Leadership and organisational change among GOA and SNG partners, caused by political campaigning, Presidential and PC elections, and subsequent appointments.	November 2013	Political	Probability=5 Impact=5	Support organizational and individual capacity development for subnational partners and a broad range of technical specialist and tashkeel personnel, to minimize the impact.	ASGP Kabul	ASGP Kabul	Q4 2014	Consistent
2	Women may be prevented from joining the civil service and excluded from governance due to lack of qualifications, other barriers, and inadequate working conditions.	March 2011	Societal/ Organizational	Probability=5 Impact=5	Support women and gender mainstreaming at IDLG and subnational entities. Work with IDLG, CSC, and female PC networks to improve work prospects and environment for female civil servants.	Regional Teams	Regional Teams	Q4 2014	Reducing
3	Political interference in LOA recruitment can adversely affect the recruitment and performance of LOA personnel.	30 Aug 2011	Political	Probability=4 Impact=4	Recruitment of LOA personnel closely monitored and strong oversight mechanism, including an SOP, put in place and to be adhered to. A UNDP No Objection Letter will also be required for the recruitment and extension of LOA personnel.	Regional Teams	Northern Regional Team	Q4 2014	Reducing
4	Closure of regional offices weakens oversight and undermines capacity development activities, and reduces UN presence.	Oct 2014	Developmental	Probability=5 Impact=5	Deploy personnel from other regional offices and from Kabul to provide oversight, capacity development support, and UN presence.	ASGP Kabul, Regional Teams	ASGP Kabul, Regional Teams	Q4 2014	Consistent