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AFGHANISTAN INTEGRITY INITIATIVE (AFII)

ANNUAL PROJECT PROGRESS REPORT 2014

DONOR



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PROJECT INFORMATION

Project ID:	00077819
Project Duration:	Dec 2013 – Dec 2016
Reporting Period:	Jan 2014- Dec 2014
Strategic Plan Component:	Rule of Law
CPAP Outcome:	Public Sector Capacity and Accountability
ANDS Component:	Cross Cutting Issues: Anti-Corruption
Contributing to NPP2	Transparency and Accountability
Total Project Budget:	US\$ 13,687,920
Annual (AWP) Budget 2014:	US\$ 500,000
Unfunded amount:	US\$ 2,583,053
Implementing Partner:	UNDP
Responsible Parties	MoE, MoJ and SAO
Project Manager/ CTA	Henrik Lindroth
Responsible ACD	Dawn Del Rio

ACRONYMS

AFII	Afghanistan Integrity Initiative
AOACIAP	ADB/OECD Anti-Corruption Initiative for Asia and the Pacific
CSO	Civil Society Organization
GoIRA	Government of Islamic Republic of Afghanistan
HOO	High Office of Oversight
ICTAWG	International Community Transparency and Accountability Working Group
LOA	Letter of Agreement
LPAC	Local Project Approval Committee
MEC	Monitoring and Evaluation Committee
MOE	Ministry of Education
MOJ	Ministry of Justice
MoU	Memorandum of Understanding
NACP	National Anti-Corruption Policy
NICSA	National Integrity Context and System Assessment
NPP ₂	National Priority Programme (on Transparency and Accountability)
PD 45	Presidential Decrees 45
SAO	Supreme Audit Office
UNCAC	United Nations Convention Against Corruption
UNDP	United Nations Development Programme
UNODC	United Nations Office on Drugs and Crime
VCA	Vulnerability to Corruption Assessment

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I. EXECUTIVE SUMMARY

On 9 December 2013, UNDP's new anti-corruption project, AFII, was approved and signed by H.E. the Minister of Education, H.E. the Minister of Justice, H.E. the Auditor General, as well as the UNDP Resident Representative. In 2014 a key objective of the project was to mobilize adequate resources to initiate the implementation of the four project outputs, namely:

- Finalize a National Integrity and Context Survey Assessment (NICSA). The NICSA would generate the data and qualitative information that would enable the government to formulate a National Anti-Corruption Policy (NACP) in an evidence based, factual manner
- Strengthen the national audit regime by reforming external as well as internal audit mechanisms
- Establish and strengthen complaints mechanisms in the Ministry of Justice and Ministry of Education
- Improve education and justice services by providing school management committees an integrity profile, and by independently scrutinizing provision of justice services in the general legal (Huqooq) departments.

From the very beginning of 2014 the entire government machinery was preoccupied with the presidential election. The election impasse reduced the international donor community's interest in investing in new development projects to essentially zero. The eventual inauguration of President Ghani on 29 September 2014 did however not end the political uncertainty. The allocation of ministerial positions is still an unresolved ongoing process. Resource mobilization under such volatile and unpredictable circumstances have been exceptionally challenging. Yet, AFII has managed to attract some support. The New York University's Abu Dhabi Centre granted AFII a small amount of funds for a pilot survey to identify the nature of corruption at school level in eight districts. The AFII Chief Technical Advisor also designed an anti-corruption component to strengthen the Office of the Inspector General of MoIA which received funding from LOTFA.

In 2014 AFII completed the contract with Transparency International (TI) to conduct a National Integrity Context and System Assessment (NICSA) survey, which is expected to provide a rigorous integrity baseline for all the pillars of integrity system of Afghanistan. All the evidence based data and information that NICSA will generate is anticipated to form the basis for the government's formulation of the National Anti-Corruption Policy (NACP), as called for in the NPP2. The research will to a large extent be conducted by the Afghan based NGO, Integrity Watch Afghanistan. The research team has been recruited and TI's training of the researchers on the NICSA methodology is expected to begin in February.

With financial and technical support from the New York University Abu Dhabi Centre (NYUAC), AFII has completed a pilot survey with the purpose to ascertain the nature of corruption and maladministration at school level sub-nationally. The data, which was collected by a national NGO, EUREKA, has just been submitted and is under analysis by AFII and NYU. The objective is not only to understand the nature of corruption at school level, but also to determine whether the School

Management Committees could assume a watchdog role to reduce the level of corruption in the education sector in general and at school level in particular.

Following the approval by the Norwegian government to fund an AFII proposal to support Ministerial reform efforts under Pillar Two of LOTFA, AFII and LOTFA formalized an agreement whereby AFII has provided technical support to LOTFA from 1 July till 31 December 2014. Under the agreement, AFII has provided institutional reform support to A) Strengthen the Office of the Inspector General of the Minister of Interior Affairs, and B) To bring clarity and order into the complaints system of the Ministry of Interior Affairs

AFII managed to secure internal UNDP resources to start up the project and initiate output 1 and output 4 in the project document.

Due to the extremely unfavorable resource mobilization climate, the report shows that AFII has struggled to achieve the annual targets of Output 1-4. In light of the seriously challenging resource mobilization situation, AFII however developed an innovative approach to collaborate with LOTFA to strengthen the Office of the Inspector General, and to improve the existing Complaints System of the MoIA.

The report further shows that AFII by the end of 2014 had disbursed a total of US\$ 323,929, or equivalent to 65% of the annual total budget.

II. RESULTS

A. OUTPUT 1: The NICSA Completed

This output contains two annual targets:

- A) All pillars of integrity comprising the NICSA survey have been reviewed and analyzed
- B) A minimum of 5 CSO stakeholder coalitions formed, comprising at least 10-20% women, that have one comprehensive plan each to advocate the translation of the NICSA findings to a National Anti-Corruption Policy

Overall context:

The factor that has had the single most impact on AFII in 2014 has been the exceptionally challenging resource mobilization climate due to the politically volatile situation that has characterized the entire year. As a result, resource mobilization achievements for AFII's core activities have been rather meager, although financial support has been secured from New York University Abu Dhabi Centre.

Despite the delay in fully launching the practical implementation of the project, the Chief Technical Advisor has continued to discuss funding prospects with representatives from the international community. In particular the Japanese Ministry of Foreign Affairs, the Swedish International Development Cooperation Agency (SIDA), the Finnish and the Norwegian Embassies, have expressed cautious interest.

The project has also been presented at larger fora such as the International Community Transparency and Accountability Working Group (ICTAWG), the Likeminded Donors Working Group on Anti-Corruption, the Monitoring and Evaluation Committee (MEC). No firm financial commitments have been generated so far, although expressions of interest and willingness to continue the dialogue about possible support have been signaled. Following the anticipated formation of the cabinet and appointment of the Ministers by early January the ambition is to initially secure renewed commitment and buy-in to the AFII project from the national project owners, i.e., the Ministry of Justice, the Ministry of Education, and the Supreme Audit Office. Once confirmed the resource mobilization drive is anticipated to take off in earnest.

On the resource mobilization upside it is however worth mentioning that AFII singlehandedly prepared a project proposal to secure funding support from Norway to support the UNDP LOTFA project strengthen the Office of the Inspector General from 1 July- 31 December 2014.

Target Status:

- A) The contract between Transparency International and UNDP Afghanistan took an unusually long time to finalize due to the cumbersome, and unanticipated, legal hurdles that both UNDP as well as Transparency International had to resolve before the contract ultimately could be signed and the project launched. As a result the contract is ongoing but all the Pillars of Integrity have not yet been reviewed and analyzed.

- B) The actual research of the Pillars of Integrity need to progress further before it is purposeful to fully initiate the formation of stakeholder coalitions. That said, discussions with CSO's are already ongoing with the coalitions anticipated to be formed shortly.

EXPENSES FOR THE QUARTER

During the quarter of 2014, no expenses were incurred for this output.

Table 1: Output 1 Status after 2014

2014 Baseline	2014 Annual Targets	Comments
Output 1 A) No NICSA survey has ever been conducted in Afghanistan to provide in-depth evidence based data on the prevalence and risks of corruption among key Afghan pillars of integrity. B) Poor awareness on how to conduct evidence-based anti-corruption advocacy	Output 1 A) Contract with Transparency International has been initiated with the initial research having commenced B) Initial formation of CSO stakeholder coalitions has been undertaken	See section II under results

B. OUTPUT 2: The Audit Regime Strengthened

This output contains two annual targets:

- A) One manual on procedural guidelines for Commission Members and Secretariat staff approved
- B) The 2 Internal Audit Departments' (IAD) mandates and organizational structures revised and approved with 1 set of standardized guidelines for the coordination and information sharing between the Internal audit departments of the two ministries and the Supreme Audit Office (SAO) approved
- C) Capacity development plans for IADs approved and 30% of all IADs' staff of which 10%-20% are women, trained to effectively carry out the IAD mandates

Status:

In light of the resource mobilization constraints presented above output 2 of the AFII project has not yet been initiated.

EXPENSES FOR THE QUARTER

During the quarter of 2014, no expenses were incurred for this output.

Table 2: Output 2 Status after 2014

2014 Baseline	2014 Annual Targets	Comments
Output 2 A) No clear practical mandate by the legislature to effectively scrutinize the executive B) No clear practical mandate by the legislature to effectively scrutinize the executive C) The baseline of the staff capacity on compliance adherence will be established through a capacity assessment to be conducted in Year 1	Output 2 In light of the resource mobilization constraints presented above output 2 of the AFII project has not yet been initiated.	See section II under results

C. OUTPUT 3: Improve Ministerial Complaints Mechanisms in MoJ and MoE

This output contains two annual targets:

- A) The legal framework guiding the complaints mechanisms reviewed, revised and submitted to the relevant authorities for approval
- B) At least 50% of complaints received are addressed to completion (rejected, solved, referred to other authority)
- C) A survey on the level of confidence and trust of ministerial staff on the current complaint mechanisms conducted (to establish the baseline)
- D) A survey on current knowledge of ministerial staff on existing complaints channels conducted (to establish the baseline)

Status:

In light of the resource mobilization constraints presented above output 2 of the AFII project has not yet been initiated.

EXPENSES FOR THE QUARTER

During the quarter of 2014, no expenses were incurred for this output.

Table 3: Output 3 Status after 2014

2014 Baseline	2014 Annual Targets	Comments
Output 3 A) In 2011, 50% of the complaints were processed (rejected, solved, referred to other authorities) B) The current legal framework regulating the complaints mechanism is imprecise C) Baseline survey to be conducted in Year 1 D) Baseline survey to be conducted in Year 1	Output 3 In light of the resource mobilization constraints presented above output 2 of the AFII project has not yet been initiated.	See section II under results

D. OUTPUT 4: Improve Education and Justice Services

This output contains two annual targets:

- A) MoU on collaboration between the MoJ and the ECM, i.e., AIBA and IWA approved
- B) A minimum of 2 capacity development workshops that will enable the ECM staff to manage, document and report cases of wrongdoing and corruption designed and launched
- C) 1 MoU on collaboration between the MoE, and the EQUIP supported school management Shuras approved
- D) One capacity development plan for school management Shura representatives to satisfactorily fulfill their integrity role developed and approved

Status:

Under output C), and with financial and technical support from the New York University Abu Dhabi Centre (NYUAC), AFII has completed a pilot survey with the purpose to ascertain the nature of corruption and maladministration at school level sub-nationally. The data, which was collected by a national NGO, EUREKA, has just been submitted and is under analysis by AFII and NYUAC. The objective is not only to understand the nature of corruption at school level, but also to determine whether the School Management Committees could assume a watchdog role to reduce the level of corruption in the education sector in general and at school level in particular.

Below is a snapshot of where the Afghanistan Integrity Initiative is in relation to its annual targets by the end of 2014.

EXPENSES FOR THE QUARTER

During the quarter of 2014, no expenses were incurred for this output.

Table 4: Output 4 Status after 2014

2014 Baseline	2014 Annual Targets	Comments
<p>Output 4</p> <p>A) Limited to no cooperation between the government and citizens on public service complaints management</p> <p>B) Baseline survey to be conducted in Year 1</p> <p>C) No organized methodology to measure bribery and fraud in the education sector at the school level</p> <p>D) Baseline survey to be conducted in Year 1</p>	<p>Output 4</p> <p>Under output C), and with financial and technical support from the New York University Abu Dhabi Centre (NYUAC), AFII has completed a pilot survey with the purpose to ascertain the nature of corruption and maladministration at school level sub-nationally.</p>	<p>See section II under results</p>

1. FINANCIALS

Till the end of the year a total of USD 323,929 (provisionally) was spent for the outputs. For more details, please see Annex 1 and Annex 2.

2. RISKS

Lack of political will and/or capacity to translate declared commitments into practice; disillusionment of donors on the feasibility of future anti-corruption programs; difficulties in identifying and recruiting staff with the right qualifications considering the very technically specific nature of the project are possible risks.

The biggest project risk however is that sufficient resources for full-fledged project financing will take some time to identify from external donor sources due to the overall decrease of aid budgets experienced by most major donors. This decrease is expected to be particularly challenging for Afghanistan which has experienced unusually high external resource availability over the past 10 years. Mitigating measures have been related to designing AFII based on lessons learnt from UNDP's previous Accountability and Transparency (ACT) project, as well as based on realistic ambitions with reasonable objectives.

The change of government poses a potential risk in the sense that the new government's commitment to combat corruption is positive but convincing practical illustration of the positive rhetoric is still to follow

MITIGATION MEASURES

- By supporting the government to develop the National Anti-Corruption Policy through the evidence based data and information of the NICSA survey, AFII will enable the government to signal its political commitment to combat corruption and thereby attract and sustain donor support. The AFII Project will continue to support the government in implementation of feasible anti-corruption measures and provide required technical support and expertise.
- A wide range of networks will be utilized to identify suitable staff for the project, including mobilizing experts/advisors through development partners
- An anti-corruption scoping mission is being planned to undertake a comprehensive review of the country's political context and government's priorities as well as to reassess interests among its beneficiary institutions (MoE, MoJ and SAO). The mission will revisit the AFII's priorities and identify approaches and strategies for enhancing effectiveness of anti-corruption interventions.

ISSUES

Not applicable

LESSONS LEARNED

- A) AFII has also been developed following extensive consultations with government stakeholders to ensure not only a strong initial project buy-in, but also continued stakeholder support after the election irrespective of change in institutional leadership. It is important to liaise with various counterparts at different levels to ensure that the project formulation and focus is well anchored within the institution and not just with one or a few individuals.
- B) Finalizing a project document is a highly time consuming endeavor that requires extensive expertise in a variety of fields beyond the issue specific nature of the project. Nominating small groups of individuals from within the country office to have clear roles and responsibilities to collaboratively assist in the project formulation would most likely generate stronger projects that are formulated in a timely manner. One or two individuals would for example have a more direct responsibility for identification and mitigation of project risks, others for the RBM component, and others still for the M & E section etc.
- C) Another lesson learnt is to, as far as possible try to time project formulation and launch to a point in time that is as politically stable as possible. In our case we happened to launch our project at an extremely unfavorable and challenging point in time as it coincides with the presidential and provincial council elections.

FUTURE PLAN

To mobilize sufficient resources to fund the AFII project while concomitantly implement output 1, “Assist the government to develop a National Anti-Corruption Policy by undertaking a National Integrity Context and Systems Assessment (NICSA) survey of the pillars of integrity”. This will be done in collaboration with Transparency International and Integrity Watch Afghanistan, and expected to be completed towards the end of 2015.

An anti-corruption scoping mission will be conducted early in 2015 in order to firmly identify the government’s anti-corruption priorities and look into prospects of possibly revising the AFII in light of shifting national anti-corruption priorities. Also important to secure viewpoints and buy-in from the new Ministers. Are the present AFII priorities the same priorities as the new ministers’ or do we need to consider other anti-corruption specific focus areas? We will, therefore, launch a scoping mission that arrives early next year to reevaluate UNDP Afghanistan’s anti-corruption portfolio in light of the government’s new anti-corruption priorities, and the new ministerial management priorities. The objective of the mission is also to evince interest from the donor community in UNDP’s anti-corruption project. Following appointment of the new cabinet and determination of UNDP Afghanistan’s new direction for its anti-corruption portfolio, aggressive resource mobilization will be pursued to maximize the likelihood of successful fundraising that would enable AFII and possibly other anti-corruption initiatives to as soon as possible secure necessary resources for implementation to be initiated.

III. GENDER SPECIFIC RESULTS

The project has been formulated through a gender lens. It is our stipulated ambition to develop capacity of female complaints analysts in the internal complaints mechanisms of the MoE and MoJ. That will make it easier for female ministerial complainants to step forward and file a complaint, especially if this is of a gender sensitive nature.

As we progress further in the undertaking the Transparency International NICSA survey we will be receptive to and document cultural and social power relations that negatively may influence corruption and abuse of authority on women and other vulnerable groups as well.

IV. PARTNERSHIPS

In response to the magnitude of the corruption problem and the anticipated decrease in bi-lateral engagement as Afghanistan enters the transformational decade, UNDP and UNODC seek to elevate and strengthen their anti-corruption profiles by deepening their inter-organizational collaboration through a mutual anti-corruption partnership framework. This is sensible as the comparative advantages of UNDP and UNODC are naturally complementary and lend themselves to collaboration. While UNDP’s technical strength is predominantly geared towards prevention, UNODC is uniquely positioned with law enforcement and criminal justice expertise. The partnership will build on this natural complementarity which is practically reflected in a sample of anti-corruption activities outlined in a draft “UNDP and UNODC Anti-Corruption Cooperation in Afghanistan: An Umbrella Framework” for future collaboration.

V. ANNEXES

A. Annex 1: FINANCIAL TABLE

The Interim Donor Report for January to December 2014 for Afghanistan Integrity Initiative (00077819-AFII)

Annex 1. Financial Table

Donor Name	COMMITMENT/ PAST YEARS RECORD				CURRENT YEAR					FUTURE EXPENSES		TOTAL RECEIVABLE		
	Commitment (a)	Revenue Collected 31/12/2013 (b)	Expenses 31/12/2013 (c)	IPSAS Adjustments (d)	Opening Balance E=(b - c+d)	Contribution Revenue (f)	Other Revenue (g)	Expenses (h)	Closing Balance I=(e+f+g - h)	Commitments (Unliquidated Obligations) (j)	Undepreciated of fixed Assets and Inventory (k)	(Future Due) L=(a-b-f)	(Past Due) (m)	Available Resources N=(i - j-k-m)
UNDP (00012)	490,000	-	-	-	-	490,000	-	314,718	175,282	4,921	2,968	-	-	167,393
NYU (12223)	10,000	-	-	-	-	10,000	-	9,212	788					788
Grand Total	500,000	-	-	-	-	500,000	-	323,929	176,071	14,085	-	-	-	167,393

Note:

- i) The figures provided in the above statement are provisional; the final figures will be known once the 2014 year closure exercise is been completed.
- ii) Income received in currency other than USD is approximated to USD based on UN- Operational Rate of Exchange applied.

B. ANNEX 2: EXPENSES BY OUTPUT

The Interim Donor Report for January to December 2014 for Afghanistan Integrity Initiative (00077819-AFII)

Annex 2. Expenses by Output

Project Output ID and Description	2014 Budget (AWP)	Cumulative Expenses (Jan-Dec 2014)	Delivery Rate	Remark
Output 1 (00088412) Complete the NICSA Survey	120,000	-	0%	
Sub-total Output 1	120,000	-	0%	
Output 4 (00088431) Improve Education and Justice Services	56,800	39,400	69%	
Sub-total Output 4	56,800	39,400	69%	
Output 5 (00088432) Project Management and Monitoring & Evaluation	323,200	284,529	88%	
Sub-total Output 5	323,200	284,529	88%	
Grand Total	500,000	323,929	65%	

C. ANNEX 3: EXPENSES BY DONOR

The Interim Donor Report for January to December 2014 for Afghanistan Integrity Initiative (00077819-AFII)

Annex 1. Financial Table

Donor Name	Project Output ID and Description	2014 Budget (AWP)	Cumulative Expenses (Jan-Dec 2014)	Delivery Rates	Remark
UNDP (00012)	Output 1 (00088412) Complete the NICSA Survey	120,000	-	0%	
	Output 4 (00088431) Improve Education and Justice Services	46,800	30,189	65%	
	Output 5 (00088432) Project Management and Monitoring & Evaluation	323,200	284,529	88%	
Sub-Total		490,000	314,718	64%	
NYU-12223	Output 4 (00088431) Improve Education and Justice Services	10,000	9,212	92%	
Sub-Total		10,000	9,212	92%	
Grand Total		500,000	323,929	65%	

D. ANNEX 4: ACTIVITY

Output 1: The Afghanistan Integrity Initiative Project Document completed.

Activity	Description of Result	Progress
Activity 1.1: The Project Document finalized	Finalized and signed the project document completed and approved	Fully met
Activity 1.2: Resources to initiate the implementation of the AFII projects mobilized	Initial, albeit only \$400,000, has been mobilized from internal UNDP sources to initiate output 1of the project	Partially Met

E. ANNEX 4: RISK LOG

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management response	Owner	Submitted by	Status
1	Lack of political will and/or capacity to put declared commitments by the Government and skepticism of donors on the feasibility of the government's anti-corruption agenda	Beginning of the project	Political	Lack of concrete actions and follow up on the project's capacity development, findings, and recommendation by the Government of Afghanistan in the fight against corruption. Lack of donor support may hamper project implementation and render the program unsustainable.	Development partners, donor countries, and CSOs need to join forces and demand with a one-voice-approach a clear action from the government, parliament and the judicial sector and that they provide the necessary resources to the fight against corruption. Development partners can also help identify entry points to overcome restrictions for turning political commitment into practice. The president has expressed his commitment. The reopening of the Kabul bank case is a good illustration of serious commitment. UNDP is building its work on this commitment by providing the new president thorough, evidence			
2	Anti-corruption programs are long-term endeavors that require substantive funding.		Institutional	Lack of donor support may hamper project implementation and render the program unsustainable. Long-term planning will not be possible and project activities cannot be carried out.	To sustain donor support, the government will need to express its political will to fight corruption through clear signals, including removal of corrupt officials from office, and issue measures that will enforce government action in this regard as well as facilitate the monitoring of progress by civil society and the media as well as other mechanisms. The AFII project will continue to provide support to the government in implementation of feasible anti-corruption measures in MoE, MoJ and SAO.			
3	Tackling corruption will inevitably have a destabilizing impact, as a lot of the corruption problems are directly linked to power structures including illegal production of narcotics.	Beginning of the project	Political	A volatile political situation could impact political will and hamper project implementation.	Corruption efforts need to be introduced in tandem with democratic initiatives, the rule of law, protection of human rights and poverty reduction efforts. Awareness raising and popular support is needed in order to create a critical mass of Afghans who demand meaningful change.			

4	Anti-corruption activities can be captured for political purposes.	Beginning of the project	Political	Credibility of the project and UNDP will be affected and project activities will be compromised	Implementing partners will be carefully selected. This can be avoided through establishing broad coalitions involved in project implementation, done at institutional level rather than individual level to maximize sustainability			
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F. ANNEX 5: ISSUE LOG

ID	Type	Date Identified	Description	Status/Priority	Status Change Date	Author
1	Institutional	Beginning of the project	Absence of adequate coordination amongst actors who are providing support to the GOIRA in the fight against corruption. This can lead to potential overlaps and inefficient use of project resources.	Stable	n/a	n/a
2	Operational	1 st Q 2015	Finding quality experts	Stable	n/a	n/a