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# AFGHANISTAN SUBNATIONAL GOVERNANCE PROGRAMME

## 2013 ANNUAL PROGRESS REPORT



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## PROJECT INFORMATION

<b>Award ID:</b>	00058922
<b>Duration:</b>	1 January 2010 -31 December 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 2013</b>	USD 23, 271,400
<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
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**COVER PAGE PHOTO:** Sayra Shakib Sadat, Afghanistan's sole female district governor, reviews the Office Manual, which was developed by IDLG and the Civil Service Commission with the technical and financial support of ASGP. The Manual outlines the Provincial and District Governors' responsibilities, their relationship with line departments and Provincial Councils, and the leadership of development and administrative forums such as the Provincial Administrative Assembly (PAA) and the Provincial Development Committee (PDC). ASGP supports the capacity development of Sadat's office, and provides technical support and funding to activities that improve governance and service delivery.

## 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
MRRD	Ministry of Rural Rehabilitation and Development
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
PMT	Provincial Monitoring Team
PRT	Provincial Reconstruction Team
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

The Afghanistan Subnational Governance Programme's (ASGP) Annual Progress Report outlines the project's results and activities across all 34 provinces during 2013. ASGP is a capacity development programme that supports more effective, sustainable and inclusive subnational governance among the Independent Directorate of Local Governance (IDLG), Provincial Governors Offices (PGO) and District Governors Offices (DGO), all 34 Provincial Councils (PC), and 19 selected municipalities. UNDP/ASGP technical and capacity development specialists, who work in seven regional offices including Kabul, support these activities and results, in partnership with ASGP-funded personnel in subnational offices and in IDLG.

Highlights of this Annual Progress Report include new partnerships with the Ministry of Finance, focused on training on provincial budgeting and public financial management, and the Ministry of Women's Affairs, on gender mainstreaming and gender training for the tashkeel (Afghan civil service). Current partnerships have also been expanded, primarily with IDLG (and the Adam Smith Institute's technical assistance embedded there) to assist IDLG with their expanded provincial mandate. Other examples include partnerships with the Independent Administrative Reform and Civil Service Commission (IARCSC), focusing on increasing tashkeel capacity, and with civil society, particularly women's groups and the media, to support their active participation in governance. Internal UNDP partnerships include work with other UNDP projects, such as the Gender Equality Project (GEP) and the National Area Based Development Programme (NABDP), and with the United Nations Assistance Mission to Afghanistan (UNAMA). ASGP regional teams are also playing a key role in the UNDP's regionalisation strategy, which promotes UN coherence and efficiency and supports UNDP and the UN to deliver as one.

ASGP recorded substantial progress across its three key outputs, which support IDLG; Provincial Governors' Offices (PGO) and District Governors Offices (DGO) and Provincial Councils (PCs), and municipalities. ASGP and its government partners delivered key results in areas of national and subnational policy and legislation, organizational reform, particularly at Provincial and District Governors' Offices, and subnational personnel, especially tashkeel capacity.

ASGP supported IDLG's efforts to reform national and subnational policy and legislation, most visibly through support to the District Co-ordination Councils (DCC) policy (approved by Cabinet in December 2013), Provincial Council legislation (support to PC forums that provided technical contributions and feedback on the legislation), Provincial Budgeting Policy, and gender policies such as IDLG's Anti-Harassment Policy Guideline. ASGP provided direct technical support as well as capacity development activities, and collaborated with IDLG on subsequent implementation. ASGP support to IDLG's efforts to strengthen the role of democratic bodies includes efforts to codify the role of Provincial Councils, including any monitoring and oversight role, and their function in holding other subnational entities to account, and to partner with civil society.

ASGP also supported IDLG's contribution to the development of the draft Provincial Budgeting Policy, by holding several provincial stakeholder forums with Provincial Governors' Offices (PGOs), Provincial Councils, line departments and civil society, as well as engaging directly with PGOs, to identify policy recommendations for the Ministry of Finance, reflected in the draft policy and in subnational partners' support for the policy. ASGP also supported the development and implementation of IDLG's anti-harassment guideline, which contributes to workplaces and governance processes that are more gender sensitive and inclusive.

ASGP's support to organization reform also secured significant results in key subnational organizations including IDLG, Provincial and District Governors' Offices, Provincial Councils, and municipalities. In the provinces, ASGP focuses on those aspects of subnational organizations that contribute to a more democratic, responsive, and sustainable local governance. Examples include ASGP support to Provincial Councils' (PC) work in dispute resolution, public oversight and internal meetings. ASGP support enabled PCs to expand the range and frequency of these forums, so that by the end of Q4, all PCs held such meetings. Another example includes the Provincial and District Governors Offices' responsibility for leadership and coordination of service delivery, governance and development. With ASGP support, 33 of 34 Provincial Governors Offices' launched Provincial Development Plans,

which outline development and governance needs and increase coordination with central government. ASGP also assisted municipal service delivery and financial deconcentration, and overall support to the organizations' public outreach and communication with the public and civil society, especially women's groups and the media to increase the organizations' accountability and transparency.

ASGP support to PGOs also includes the development of civil service capacity by addressing tashkeel vacancies and training tashkeel personnel, including on the Office Manual, and support to PGOs to lead and coordinate development and governance. This includes technical and capacity development support to the Provincial Development Committee and Assembly, as well as to the Provincial Development Plans and Provincial Strategic Plans that address development priorities. Working together, ASGP and IDLG and provincial partners have improved the organisational efficiency of Provincial and District Governors' Offices and fostered more effective and inclusive local governance, and attempted to address the disconnect between provincial priorities and centralized administration.

ASGP support to municipalities focused on increasing municipalities' revenue streams and improving basic public services during 2013. ASGP supported fourteen municipalities to develop and implement capacity development plans and also supported capacity and institutional development at the General Directorate of Municipal Affairs, to promote more effective and responsive service delivery. In 2013, 73 % of targeted municipalities registered an increase in sustainable, own source revenue, and several municipalities established minimum service standards. As a result, municipalities are moving to become more sustainable and autonomous.

ASGP support to IDLG's organizational reform includes capacity development of technical assistance and tashkeel personnel, especially the Capacity and Institutional Development Directorate and the Policy Directorate. ASGP Capacity Assessments show enhanced capacities for IDLG staff and directorates, including tashkeel personnel (please refer to Output One for more information). In addition, ASGP supported IDLG to implement new Ministry of Finance National Technical Assistance guidelines that standardize the salaries for contract staff working in IDLG and across Afghanistan's provinces, in a bid to improve the consistency and efficiency of the organizations.

ASGP and IDLG's attention to individual capacity development increasingly focuses on strengthening tashkeel capacity across Afghanistan, through targeted workshops, daily mentoring and working partnerships, and common ASGP-IDLG personnel policies. During 2013, for example, training of tashkeel on the office manual reached close to 100% of tashkeel personnel in the PGOs and DGOs.

ASGP support to gender included institutional reform, principally through the anti-harassment guideline and support to gender sensitive policies, as well as organizational and individual capacity development for contract and tashkeel personnel, focused on gender sensitive governance, and gender mainstreaming. ASGP also continued to support governance initiatives that directly and positively impact women's economic livelihoods, including internship and employment programmes, and greater involvement of women in governance committees.

In addition to outlining ASGP's successes, it is important to also acknowledge challenges that may lie ahead, as well as lessons learned. One major challenge is the uncertainty regarding the national security situation as international forces draw down during 2014. Another is the possible organisational and leadership changes among our GOA partners, particularly following the April elections. Mitigation strategies include, respectively, a greater emphasis on remote monitoring, and a greater focus on development of the organisation and tashkeel capacity of partner institutions, as well as their leaders.

ASGP can also address these challenges with greater attention to a central lesson learned during 2013: the importance of donor and stakeholder coordination to programme delivery. ASGP is currently the only GOA-endorsed, National Priority Programme to support subnational governance across Afghanistan. As other partners consider support in this area, coordination among all partners and donors will be a crucial step toward more effective, sustainable and inclusive governance, and positive results for the people of Afghanistan.

## II. RESULTS

### A. 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 2013, largely focused on the policy and legal 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

The National Priority Programme for Local Governance (NPPLG) and the Subnational Governance Policy (SNGP) identifies three laws that are the most important for the shaping of local governance: the Local Administration Law, the Provincial Council Law, and the Municipality Law.

In 2013 IDLG senior management and the Policy directorate worked with GOA partners, such as the Ministry of Justice (MOJ), the Cabinet and the Parliament, to effectively progress the three laws. However, ASGP cannot influence the Parliament and its committees to expedite the next steps, which undermines efforts to secure the legislative aspect of the output. ASGP remains open to IDLG suggestions for securing this result, which may be reflected in IDLG's component proposal for the 2014 AWP. The table below identifies the current status of the law at the close of Q4.

Law	Status
Local Administration Law	<i>Status:</i> Currently with the internal security committee of Parliament. <i>Process:</i> The internal security committee collected inputs from the different committees and has now put up the Law for general discussion in the Parliament. <i>Next Step:</i> After the general discussion the law will be put up for approval of the lower house of the parliament, followed by upper house and finally for Presidential approval.
Provincial Council Law	<i>Status:</i> Currently with Parliament. <i>Process:</i> The general discussion in the Parliament was completed, and the Law referred to the Independent commission for oversight for implementation of the constitution. The commission has provided its report to Parliament. <i>Next Step:</i> Approval in the two houses of the Parliament, followed by Presidential approval.
Municipality Law	<i>Status:</i> Under discussion in the legislative committee of cabinet. <i>Process:</i> If cabinet recommends changes, the MOJ will incorporate them and the Law will be resubmitted to the cabinet <i>Next Step:</i> Submission to Parliament after Cabinet Approval

During 2013, ASGP supported IDLG to finalize several key SNG policies. IDLG's policy directorate worked closely with the Ministry of Finance on its Provincial Budgeting Policy, which is now ready for presentation to the cabinet. The policy supports transparent, accountable and collaborative provincial budgeting, by underlining the roles of Provincial Councils, PGOs, and provincial line departments' in the budget circular and monitoring processes. This represents a step away from the current top-down planning in which national priorities and budget ceilings are determined in Kabul, and local actors and processes are neglected. IDLG also worked actively with the Ministry of Rural Rehabilitation and Development (MRRD) on the District Coordination Councils (DCC) policy, which was

approved at the close of December 2013. The DCC policy establishes a single representative body for district governance and development, and fosters more effective service delivery and greater transparency and accountability.

### Sub National Planning

IDLG's policy directorate continued to support the preparation of provincial planning throughout 2013, through support to Provincial Development Plans (PDPs) and Provincial Strategic Plans (PSPs) which each provide annual and five year development plans for the province. ASGP supported 20 PSP specialists, who played a critical role in the PSP development process. IDLG also established linkages between the NPPLG deliverables and PSPs, to align provincial development priorities with IDLG's strategic initiatives.

During 2013, PSPs were finalized in seven provinces: Laghman, Nangarhar, Takhar, Balkh, Herat, Bamyan and Helmand. During Q4, work commenced on PSPs for Panjshir, Kunduz, Jawzjan, and Saripul, and IDLG and ASGP continued to develop PSPs for Parwan, Ghor, and Loghar, in which work had commenced earlier in 2013. IDLG forecasts completion of PSPs in all provinces in 2014. Development conferences were also conducted for some provinces such as Paktika, Kunar and Samangan, to support the preparation and implementation of the provincial plans. IDLG conducted six provincial development conferences in 2013, and two broader development conferences, which involved Governors and District Municipal Mayors, respectively. Thirty three PDPs were completed during 2013 (for more information on PDPs, please refer to indicator 2.7)

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

ASGP aims to develop capacities in IDLG central and also strengthen its Capacity and Institutional Development Directorate (CIDD), so it can lead subnational capacity development initiatives across Afghanistan.

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

This indicator relates to IDLG's capacity to discharge its key functions, including capacity development of the IDLG central office, as well as the Provincial and District Governors' Offices (PGOs and DGOs), Municipalities and Provincial Councils (PCs). ASGP conducted a capacity assessment (CA) of IDLG as an organization in 2012 and established a baseline of 2.9, with the 2013 target 3.2. The annual organizational CA score will be determined in Q1 2014. During 2013, ASGP undertook individual level capacity assessments for Tashkeel staff (called 'coachees') of different directorates, to establish baselines and targets in one quarter, and monitoring in subsequent quarters.



Coaching in progress

The CA for individual staff members orients the coaching and mentoring to capacity needs. During 2013, ASGP provided coaching and mentoring to tashkeel staff of the Capacity and Institutional Development Directorate (CIDD), and the Policy directorate. The CIDD is responsible for IDLG's CD, while the Policy Directorate is responsible for developing and implementing key SNG policies and strategies. The capacity development of these two directorates is critical, and the ASGP CD team focussed on coaching and mentoring the tashkeel staff throughout 2013.

The ASGP CD team uses group and one to one coaching sessions, including regular sessions with Principal Coachees (Pr.C), who interact regularly with the coaches, as well as occasional coachees.



ASGP held 105 formal group and one to one coaching sessions during 2013, totaling 499 coachee days, largely involving 13 Pr.Cs from CIDD and nine from the Policy Directorate.

The subjects for coaching are decided in consultation with the CIDD and Policy Directorate. Some of the formal coaching areas include planning and work plan development, policy and strategy formulation, capacity assessment methodology, and communication and report writing. ASGP conducted specialized sessions on IDLG's gender policy to the policy unit Tashkeel staff, and one to one coaching and mentoring to coachees in their respective areas of work, and professional development. Capacity Assessment results for the CIDD coachees are presented in the following table.

#### CIDD Capacity Assessment Scores

Sl. No.	Unit*	# of principal coachees	Mar 13	Jun 13		Sep 13		Dec 13	
			Baseline	Target	Actual	Target	Actual	Target	Actual
1	CDU	3	1.96	2.08	2.21	2.23	2.35	2.38	<b>2.05</b>
2	ODU	2	1.95	2.10	2.18	2.25	2.27	2.40	<b>1.80</b>
3	CWH	4	2.12	2.27	2.54	2.42	2.61	2.57	<b>2.41</b>
4	Others	1	2.55	2.70	2.95	2.85	3.0	3.0	<b>3.15</b>
Summary		10	<b>2.15</b>	<b>2.29</b>	<b>2.47</b>	<b>2.44</b>	<b>2.56</b>	<b>2.59</b>	<b>2.35</b>

\*CDU: Capacity Development Unit ODU: Organizational Development Unit CWH: Complaints & Well Being Unit  
The number of coachees is based on those at the end of December 2013. Some coachees have left during the year

The table demonstrates an increase in the capacity scores for the CIDD coachees as compared to the baselines, although the pace of increase slowed down in the last two quarters of 2013. For all the units, CDU, ODU and CWH, the actuals at end of December 2013 are lower than the targets, a consequence of irregular attendance of the CIDD coachees in these quarters. The coachee in the 'others' category regularly interacted with the ASGP CD team and his capacity scores steadily increased. The project attempts to continuously engage with coachees and focus on day to day problem solving to strengthen the results and address any challenges and risks of absenteeism.

Capacity Assessment results for the Policy Directorate coachees are presented in the following table.

#### Policy Directorate Capacity Assessment Scores

Sl. No.	Unit*	# of principal coachees	Jun 13	Sep 13		Dec 13	
			Baseline	Target	Actual	Target	Actual
1	POD	3	2	2.15	2.25	2.3	2.45
2	PIM	2	2	2.15	2.05	2.13	2.45
3	PLC	2	-	1.65	1.73	1.88	1.85
4	Others	1	1.5	1.65	2.00	1.80	2.25
Summary		8	<b>1.83</b>	<b>1.98</b>	<b>2.01</b>	<b>2.03</b>	<b>2.25</b>

\*POD: Policy Design Unit PMI: Policy Implementation Unit Others: Non-technical staff of the unit.  
The number of coachees is based on those at the end of December 2013. Some coachees have left during the year.

The Policy Directorate has continuously increased its capacity scores, with actuals exceeding quarterly targets. The improvement was due to regular attendance, active participation and the close involvement of the Policy Director, resulting in higher motivation of the coachees of his directorate. The exception to this overall increase is a slight dip in the PLC unit for Q4, as one staff member quit IDLG. The project strategy to address this challenge includes continuous engagement with coachees and close work with other directorate partners to encourage the active participation and attendance of all coachees.

In 2014 the ASGP CD team will continue to use this modality of coaching and mentoring with regular inputs from capacity assessment exercises, with possible expansion to other directorate in IDLG.



Coachee receives certificate of completion from policy director IDLG



FMT1 participants in the valedictory session



PTP12 :D.G, Nawae Barezai, Helmand presents momen to training coordinator

## Twining Arrangements:

### Training of District Governors

ASGP supports 'twining arrangements' between IDLG and subnational governance entities, and corresponding institutions in other relevant countries, to share knowledge through exposure visits and trainings. The Provincial Training Program (PTP) between India and Afghanistan, which trained Afghan District Governors, continued throughout 2013. That year, the programme trained 89 Deputy Governors and 12 associated civil servants. Since 2012, the programme has trained a total of 164 District Governors and 188 Afghan civil servants. Trainees shared their learning and feedback with IDLG personnel and senior management in Q4, which contributed to capacity development of the district governors as well as some transfer of knowledge and skills to the organization. Further training is scheduled to occur in 2014, covering a total of 258 trainees.

### Training of Internal Auditors

In 2013, ASGP supported IDLG to prepare a successful proposal for financial management training of 100 IDLG central and provincial personnel, with the funding support of the Government of India. ASGP provided technical support in design and implementation of the training. The first group of 25 officials from IDLG, which consisted of 23 Internal Audit personnel and two trainers, were trained in December 2013. The remaining three batches of 25, to be drawn from provincial financial directorates, will be trained during 2014.

### Gender Mainstreaming for Sub National Governance

In March 2013 IDLG launched an anti- harassment policy guideline during the celebration of international Women's Day. The policy aims to improve the work environment for Afghan women, especially those working in the sub national governance entities. The policy clarifies IDLG's roles and responsibilities, and identifies steps an employee can take in cases where harassment does occur.

ASGP provided technical and financial support to the development and implementation of the policy, which became an integral part of training conducted by IDLG and ASGP. The ASGP CD team provided intensive coaching to the policy unit tashkeel staff, and ASGP and IDLG provincial teams focused on regional tashkeel and contract personnel. IDLG's gender unit also incorporated the policy into their training work. In October 2013, for example, IDLG's gender unit conducted a session in Kabul for the Mayors of the South and South West region.



IDLG D.G. Farahi, UNDP Sr. DCD Renaud Meyer, and IDLG capacity development head sign IDLG's anti-harassment pledge on International women's Day.

### **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.**

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 central, to support the 87 NTA personnel at IDLG and their leadership of essential governance activities. During 2013, ASGP coordinated with IDLG M&E and HR units to prepare and submit each NTA holder's quarterly deliverable-based reports, assess their quality and alignment with NTA deliverables, and jointly address a capacity gap in results based reporting.

The capacity gap in terms of results based reporting within IDLG was partially addressed by conducting a training session in July 2013 on Results Based Management (RBM) and deliverables, attended by close to 40 NTA position holders, as well the UNDP Country Office program unit and learning unit. The topics covered the fundamentals of monitoring and evaluation, results based reporting, NTA roles and responsibilities, and the required ASGP results based reports for NTA positions, with the objective of improving the NTA reports and their results focus. Following these improvements, and changes to the report template to more effectively capture progress against annual targets, the target has been partially achieved towards the end of 2013.

#### **Success Story: Afghanistan launches pioneering initiative to beat workplace harassment**

For many women who make it to the workplace in Afghanistan, harassment comes with the territory. Verbal abuse, whistling, and objectifying stares are frequent, according to some women, while other reports detail the abuse, threats and demands that women may also face.

Aarya Nijat, an Afghan development and gender expert and former capacity and institutional development director with the Independent Directorate of Local Governance, says that such harassment 'is something that all women live with every day' in Afghanistan.

But IDLG is now addressing this, with the support of ASGP. In March 2013, IDLG launched an Anti-Harassment Policy Guideline for its employees, which identifies various forms of harassment and outlines investigative and disciplinary procedures.

It's a first for Afghanistan. 'No other Government or NGO entity has an endorsed, signed statement and guideline on anti-harassment,' Nijat says.

The policy is now integrated into IDLG and ASGP's individual and organizational training of thousands of IDLG tashkeel personnel and the ASGP-supported technical staff that work in subnational offices across Afghanistan.

There are visible signs of women's increased participation in local government, as leaders and as employees. IDLG appointed a female district governor this year, the first appointed through a merit based recruitment process, and a female Mayor and a former Governor are prominent leaders in Afghanistan's local and national governance.

For Aarya Nijat, the policy helps address gender discrimination, and promote more effective and inclusive governance.

'If there are no mechanisms to address discrimination, it has the capacity to affect wider personal spaces,' she says.

'Ultimately, our shared goal is a more inclusive and democratic Afghanistan.'

### **EXPENSES FOR THE QUARTER**

During 2013, a total of USD 3,370,201 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:

2013 Baseline	2013 Annual Targets	Q1 Actual	Q2 Actual	Q3 Actual	Q4 Actual	Comments
1.1. Three laws drafted, none approved: # of laws and regulations drafted and approved	1.1. Three laws approved, at least three key regulations drafted	20%	20%	20%	20%	All the laws have moved to advanced stages of approval. Substantive progress was made in the case of the municipal law. The long and arduous process of approval meant that despite progress, the Laws still remain unapproved
1.2. Baseline capacity is assessed to be 2.9 on a scale of 1 to 5: Baselines and actual scores for Individual Capacities also measured during the quarter. Strength of the organization and management systems for Independent Directorate of Local governance (IDLG)	1.2. Capacity assessment score increased to 3.2 for organizational capacity. Targets for individual capacity enhancement achieved	25%	25%	25%	25%	Various mechanisms for capacity enhancement of IDLG have been put in place including capacity development of CIDD and Policy tashkeel staff. Individual level capacity assessment is being done each quarter and enhanced capacity as a result of coaching has been measured. This will result in gradual organizational capacity enhancement
1.3 # of NTA positions to be supported via central LOA decided to be 87 and alignment matrix with NPPLG prepared.	1.3. Assessment of the relevance to ASGP as well as NPPLG alignment of the 87 positions conducted; ToRs with clear deliverables developed for all 87 positions; quarterly monitoring mechanism for deliverables as per ToRs established	75%	10%	5%	10%	Monitoring mechanism was established in Q1 and IDLG sensitized. The deliverable-based NTA reports were received in each quarter but concerns were raised on quality. Improvements were made in the quality by means of training and template improvement, which now captures quarterly progress.

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

Throughout 2013 ASGP supported 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 technical and capacity development specialists, UNDP/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'. The fund management aspect of this LOA has involved some challenges, and UNDP/ASGP is instituting direct payment of personnel and activities in 2014; for more information please see 'V. Issues'.

ASGP-supported embedded technical and capacity development specialists, UNDP/ASGP regional teams, and IDLG, focus on administrative and tashkeel development, with an emphasis on female recruitment and professional development (indicators 2.1-2.3), a gender sensitive work environment (indicator 2.4), an M&E system for provincial and district governance (indicator 2.5), public outreach and accountability (indicator 2.6), support to provincial planning and budgeting (indicator 2.7), and financial management and procurement (indicator 2.8), and developing the capacity and monitoring and oversight roles of the PCs (indicator 2.9-2.11). Annual progress against these indicators, and highlights of ASGP activities throughout 2013, are below.

### PGO and DGO Organisational Reform and Capacity Development

#### Indicator 2.1 Percentage of tashkeel staff positions filled in the PGOs and DGOs

#### Indicator 2.2 Percentage of female tashkeel staff out of all currently employed tashkeel staff in the PGOs and DGOs



An ASGP-supported female intern supports the Provincial Administration Assembly, chaired by the then-female Governor of Bamyan, Dr Habiba Sorabi.

By end of 2013, 87% of tashkeel staff positions were filled in the PGOs and 83% of tashkeel staff positions were filled in DGOs. Progress against is slightly below-target for PGOs, which aimed for 90% of tashkeel positions filled, while it is on-target for the DGOs, which aimed for 80% of tashkeel positions filled.

Female tashkeel staff constituted 3% of all currently employed tashkeel staff in the PGOs and 1.8% of female tashkeel staff out of all currently employed tashkeel staff in DGOs. The PGO and DGO tashkeel female employment rates are below target for PGOs, which aimed for 5% of female tashkeel staff, and on-target for the DGOs, which aimed for 1% of female tashkeel staff.

ASGP strengthens civil service capacity, sustainability and gender inclusiveness in the PGOs and DGOs, by addressing tashkeel vacancies and retention, and supporting the recruitment and training of female tashkeel staff. In these interventions across Afghanistan, ASGP partners with the PGO and DGO, GOA and UN partners, and civil society. In Herat, for example, ASGP provided technical and financial support to a PGO and Civil Service Commission seminar for more than 100 female civil servants and members of civil society, to increase the effectiveness of women in government and to support gender mainstreaming in the public service. The

participants established a provincial gender committee, with representative members from all line departments, to support and monitor female tashkeel recruitment, and promote gender mainstreaming. Another initiative, held in Balkh in March 16-19 and involving the IARCSC and PGO, supported female civil servants and job seekers to learn about civil service and gender policies, such as the Civil Servant Law, and the SNG, and focused on developing the 150 participants individual capacity, to increase their opportunities within the civil service and as job seekers.

ASGP-supported PGO recruitment committees, and broader IARCSC and IDLG organisational reform of PGOs and DGOs, now also includes a focus on gender mainstreaming. ASGP supports 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 directly supports these efforts, through focused coaching for females applying for the tashkeel through the CSC exams, for example in the North, and through female internship programmes, in the Central Highlands and West regions. For example, during Q4 fifteen female interns in Bamyan and 12 female interns in Daykundi, gained practical experiences at different PGO departments. ASGP also supported this initiative in several other provinces, which involved a similar number of participants. These efforts support the inclusion of women in subnational governance, and an increased intake of female civil servants in public administration. Other GOA and UN partners that support ASGP initiatives to increase tashkeel capacity and retention include the Ministry of Women’s Affairs, UNAMA, and UNDP projects such as the Gender Equality Project (GEP) and the National Institution Building Project (NIBP). In Kandahar, for example ASGP partnered with UNAMA, and PGOs, DGOs, the PC, and women and civil society, to identify gender-based challenges to effective and inclusive governance, and promote and monitor gender mainstreaming, particularly at the district level. Another example from that province in Q4, also replicated elsewhere, focused on similar objectives, but with an emphasis on supporting the participation and employment of youth and young women at the district level. While ASGP provides substantial support to strengthen civil service capacity, sustainability and gender inclusiveness across Afghanistan, activities and results in the south are particularly significant, because of the historical barriers to participation.



Rokya Achakzai, Kandahar head of MOWA, and Maryam Durrani, PC member (at centre), with representatives from UNAMA and a women's civil society group, at an ASGP-supported governance forum in Kandahar.

**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 half of all tashkeel staff in the PGOs and DGOs in Q1 and Q2, while other tashkeel personnel received training in Q3 and Q4. Cumulative training throughout 2013 is therefore estimated to have reached all tashkeel personnel (and progress remains on-target). Training of tashkeel staff is provided by IDLG, in cooperation with the Independent Administrative Reform and Civil Service Commission (IARCSC), by ASGP, and from other donor partners.



A student reads her winning essay on peace and governance, at an ASGP-supported governance forum for female youth in Kandahar.

ASGP-supported technical and capacity development specialists embedded in the PGOs continued to train and mentor their tashkeel colleagues and counterparts on specific technical competencies, PGO and DGO office procedures (as outlined in the Provincial and District Office Manuals), and general professional skills related to office management, reporting, and communication and ICT.



An Office Manual refresher course, Balkh Province

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). Afghanistan's PAAs and PDCs, which involve ASGP-supported technical and capacity development specialists, line department representatives, and civil society and the public, are key to the PGO's role in leading and coordinating governance and development. The PAA and PDC coordinate administration and security and development respectively, and ASGP support enables these forums to function more effectively.

### **Success Story: District Governor Brings Governance Closer to the People**

Sayra Shakib Sadat was a young female school student from an illiterate family, living in an isolated village in northern Afghanistan, when fighting broke out among political leaders and the mujahidin in the early 1980s.

The fighters ran a brutal racket of extortion and violence, and government health and education services rarely reached her village of Zargar-khana, or other contested parts of the northern provinces.

Twenty years later, as a teacher in the same province of Jawzjan, Shakib encountered similar repression, this time under Taliban rule.

'I went through a very difficult time,' she said. 'Since I was a student I had a huge interest in government, I was always wishing that people working in the posts did their job with honesty and served the community and the people. But my experience of government was shaped by fighting, and I gave up on the future.'

Yet Shakib has worked as a District Governor for the past year, and ASGP has supported her office since her appointment in January 2013.

Shakib is the first female appointed through a merit-based recruitment process lead by the Government and supported by ASGP. More than 50 per cent of Afghanistan's 373 District Governors and nearly all 34 Deputy Provincial Governors are now recruited through a transparent and competitive process.

A significant change, compared to five years ago, when all District and Deputy Provincial Governors were appointed, often on the basis of political affiliation. As District Governor, Shakib coordinates and oversees the activities of line departments such as health and education, security and justice in her district of Khojadokah, in Jawzjan Province.

ASGP provides her office with technical support and support to capacity development activities, as part of its mandate to support District Governors' Offices. ASGP supported organizational and professional development, including training on the Office Manual, and also supported governance processes and activities, such as district needs assessments, public outreach and monitoring forums, and more accountable and effective links between district and provincial governance.

'It's important for me to know the matters of the people, and their expectations from government,' Shakib says. 'We need to enhance awareness of local governance, among family members and the community. Not listening to the people is a big problem of local governance. 'Shakib says that her work is challenging, but she perseveres. Her name Shakib, she says, means patience. And

her favorite poem, in Dari, reminds her that with patience, 'a stone will become a precious ruby.'



Sayra Shakib Sadat, Afghanistan's female district governor

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

By the end of 2013, nine PGOs and four DGOs have a separate toilet facility for female staff. The number increased by one over Q3 as the Panjsheer PGO was constructed after an attack on the compound. Progress against this indicator is delayed, as PGO and DGO work plans generally prioritise other activities. However, some PGOs in the northern and central, and central highlands provinces intend to construct this separate facility for 2014, and some have allocated a provisional budget to the activity. These PGOs include Balkh, Jawzjan, Samangan and Saripul, and Kapisa, Parwan, Bamyan and Daykundi.

ASGP identified a separate female toilet facility as an indicator that measures PGO and DGO's explicit commitment to gender-sensitive administration. In addition, the indicator measures the offices' alignment with the basic facilities and amenities for subnational institutions, as identified in Afghanistan's SNGP. In addition to support to PGOs and DGOs progress in this area, ASGP also supports other governance entities to establish a separate toilet facility. Examples of successful efforts here in Q4 include customer service and citizen service centres in the north, which each have a separate toilet facility for women.

#### Indicator 2.5 M&E system for subnational governance established

Progress here remains on-target, as ASGP finalized its updated M&E system for provincial and district governance, and continues to support IDLG's M&E system and directorate. The updated ASGP system expands upon the system identified in the project document, to reflect IDLG's priorities and developments in SNG, including the growing role of DGOs in governance, and a greater emphasis on gender. (The changes will be reflected in ASGP's 2014 QPR.)



An ASGP M and E workshop in Balkh Province

ASGP supports IDLG from across the provinces and also in Kabul. ASGP's regional offices providing monthly progress reports to IDLG on SNG activities and on IDLG's expanded M&E system. They conduct joint ASGP-IDLG M&E training of provincial NTA and tashkeel personnel, and support joint monitoring and evaluation activities, involving ASGP and IDLG, other SNG bodies (particularly Provincial Councils), line departments, and civil society. 2013 highlights of this partnership include joint workshops in Q4 in November and December in the northern provinces, in which IDLG introduced its updated M&E framework for the first time at the provincial level.

ASGP also supports the directorate in Kabul, through international and national technical support, and also recruited a consultant to develop a database for IDLG's M&E Directorate. In addition, UNDP/ASGP regional teams, and especially ASGP-supported M&E specialists and other relevant personnel (such as Infrastructure specialists) embedded in the PGO, support M&E activities across all PGOs in Afghanistan. The embedded technical specialists work with the PGOs to monitor projects implemented by line departments, donors, and other international actors (eg PRTs). As a result of the ASGP technical M&E support to PGOs and the PGO-led M&E committee, PGOs and DGOs can more effectively 'monitor the activities of provincial line departments' as per the SNG, and lead and coordinate governance and development in the province and district.



## Indicator 2.6 No. of Citizen Service Centres established and operational

Five PGOs have Citizen Service Centres (CSCs) established and operational, following the inauguration and operationalization of the Samangan CSC in Q4, and progress against the indicator remains slightly behind target.

Another CSC has been built and equipped in Saripul, and is due to be inaugurated in 2014 Q1, suggesting that progress against this indicator remains on-target. ASGP is also working with IDLG, PGO personnel, and line departments, to develop best practices and guidelines for Citizen Service Centres across Afghanistan.



The opening of the Samangan Citizen Service Centre, Q4.

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.

## Indicator 2.7 No. of provinces with PDP and PSP completed

Several PDPs and PSPs were completed during Q4 2013, bringing PDPs to 33 of the 34 targeted, and PSPs to seven out of 17 targeted. During 2013, PDPs were completed for all provinces except for Logar, and so progress against this indicator remains slightly behind target.

During 2013, seven PSPs were finalized in Laghman, Nangarhar, Takhar, Balkh, Herat, Bamyan and Helmand. During Q4, work commenced on PSPs for Panjshir, Kunduz, Jawzjan, and Saripul, and IDLG and ASGP continued to develop PSPs for Parwan, Ghor, and Loghar, in which work had commenced earlier in 2013. Progress against this indicator is off-target, although IDLG anticipates that the seven PSPs, currently being developed, will be finished by Q1 of 2014, and that all provinces will have a PSP by Q4 2014.

ASGP supports the PDP and PSP through UNDP/ASGP technical specialists, ASGP-supported personnel in the PGO and PC, and support to IDLG central, including 20 PSP specialists during most of 2013. 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.

## Indicator 2.8 No. of PGOs with 80% or more of LOA advances liquidated on time in each quarter

Throughout 2013, none of the provinces were able to liquidate 80% or more of Letter of Agreement (LOA) advances on time in each quarter, due to delays in finalizing provincial work plans and liquidating advances.

The LOA is a de-concentrated fund, established by UNDP/ASGP and IDLG and the PGO, to support capacity development personnel and activities 'essential for governance'. The LOA is governed by UNDP-IDLG Standard Operating Procedures, available from ASGP and IDLG. For this report, the PGOs' capacity to plan, spend and liquidate the LOA advance properly and within the specified time frame is a proxy measurement of financial management and procurement capacity.



A financial management and procurement workshop  
Kandahar

However, persistent challenges in LOA fund management undermine the efficacy of this indicator. And because of broader programmatic challenges, UNDP/ASGP, IDLG and provincial partners moved to direct payment for PGOs, as well as DGO, PC, and municipal partners, from 2014. This means that ASGP in Kabul will directly pay the salaries of the technical and capacity development specialists working in provincial offices, while ASGP's regional offices will manage payment for provincial activities. (For more information, please refer to the APR section V 'Issues'.) In the meantime, continuous training of PGO and LOA staff, as well as streamlining of UNDP and GOA workflow, is crucial to progress in this area. Currently, ASGP is also working with the Ministry of Finance, the Civil Service Commission, and the UNDP's Making Budget and Aid Work project (MBAW), to improve provincial procurement and Public Financial Management (PFM). ASGP training and governance personnel and embedded provincial specialists and the MOF train contract and tashkeel personnel at the PGO, PC, municipality and line departments on the latest MOF finance and procurement systems and regulations. The MOF-partnered training, which occurred during Q3 and Q4 and will continue into 2014, extended to the north, east, central, and west regions. In the eastern city of Jalalabad during Q4, for example, the participants reported that the five day training session resulted in an improved understanding of financial clearances and procurement, and increased efficiency at the PGO, PC, municipality and line departments.

## Indicator 2.9 The GDCLCA's page on the IDLG website with relevant information on all the PCs operational

The webpage of the General Directorate of Coordination for Local Councils Affairs (GDCLCA) is functional in Dari, Pashto and English, and progress against the indicator is on-target. All Provincial Councils with functional internet connectivity are now able to use GDCLCA's website to organize capacity development and public reporting and accountability forums, report on provincial and district monitoring visits, and upload work plans, utilizing GDCLCA resources and strategic policies and documents, such as the NPPLG and capacity development policies, that are also on the website. The page ensures that GDCLCA's and PCs' capacity development, reporting, and accountability functions are more efficient, transparent, and accessible, by reducing transaction costs, paperwork, and duplication.

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

A total of 34 PCs held at least 204 internal meetings following the PC rules and procedure during Q4, and progress against the indicator is on-target. During 2013 all PCs have held monthly internal meetings in accordance with IDLG and GDCLCA rules and procedures.

These internal meetings encompass a range of issues. They assess PC members' activities in relation to SNG and development challenges, and focus on how best to resolve issues in partnership with the line department or subnational body. The internal meetings at times also involve individual capacity development activities (such as training in financial management and M&E), or institutional reform. This year, PCs' internal meetings concerned with broader reform focused on the PC legislation, as well as the DCC policy, and provided specific recommendations to GDCLCA, OAA and IDLG. Minutes and recommendations are recorded and used for reporting to line departments and provincial and district governors, as well as to Ministries in Kabul.

ASGP support includes an embedded PC Technical and Capacity Development Specialist for 31 of the 34 PCs across Afghanistan, as well as other essential governance activities consistent with their mandate. (During Q4, Parwan and Bamyan PC specialists resigned, while Kunar's PC specialist was not recruited due to a lack of office space) The specialist supports PC members' compliance with the rules of procedure, and at meetings, public forums, and provincial monitoring. PCs still require training on the rules and procedures introduced by IDLG in 2007, and ASGP personnel, as well as ASGP embedded PC specialists, provide this training throughout Afghanistan, and in regional capitals on occasions where provincial travel is not feasible. ASGP supports PCs to more effectively function as representative, democratically elected bodies able to hold government to account.



Female PC members at a workshop on M&E and PC legislation

ASGP-supported highlights for this indicator include internal PC workshops in December on the DCC draft policy (the policy was endorsed in December), as well as ad hoc internal PC meetings, largely during Q3. The DCC policy creates a single representative body at the district level, and is supported by the offices of the Provincial Council. The PCs, under the policy, should ensure that district grievances are appropriately addressed, and help DCCs fulfill their mandate. Internal PC meetings provided feedback on the proposed district structure, and identified ways in which the PCs could support DCCs. Other internal meetings included advocacy for changes to PC legislation,

to foreground the bodies' monitoring and oversight role, and input into the draft Provincial Budgeting process which is linked to, and draws from, PCs' consultative role.

ASGP also supported regional internal PC capacity development forums across Afghanistan, including forums supporting female PC members. Participants in the joint ASGP-GDCLCA workshops included each province's PC chair and secretary, tashkeel admin and finance officer, and PC specialist, while the female PC forums include all female PC members. The sessions focus on improving monitoring and reporting, administration, and gender mainstreaming. This is in line with the PC objectives under the NPPLG, to strengthen the PC's monitoring and oversight functions under the policy and the SNG.

## Indicator 2.11 No. of PCs conducting oversight meetings completed with minutes/reports at least every quarter

34 PCs conducted 170 oversight meetings across Afghanistan during Q4, and progress against the indicator is on-target. PC oversight activities are key to their provincial and district monitoring and assessment of government and donor-funded projects and public services, in areas such as health, education, infrastructure and agriculture. The oversight meetings usually involve dozens to hundreds of participants, including civil society, government stakeholders such as line departments and provincial and district officials, and donor representatives (where relevant). The PC also resolves community and civil disputes, including issues of gender and sharia law, in the context of marriage, or property disputes. (see story below).

PC oversight meetings include provincial monitoring teams (PMT) or monitoring missions into the field, as well as public forums held in provincial or district capitals, which assess projects, services, and SNG bodies (such as the PGO). The PMT can also include members of the PGO and DGO, line departments, and civil society representatives, for instance in the north, west and central highlands regions. Such broad stakeholder participation can support a wider ownership of the process and outcome. There are widely varied examples of this PMT working effectively during 2013, including consensual resolution of criminal and civil tribal and familial disputes, mediation of infrastructure projects and line department's services, and public monitoring and reporting of PGO and DGO activities.

ASGP supports the oversight meetings through the PC specialist and through support to oversight activities essential for governance, such as public forums and PMTs. In addition, UNDP/ASGP provincial personnel provide direct technical support, complemented by the work of other ASGP-supported personnel embedded in other subnational offices. This ensures that PCs are more effective in fulfilling their mandate as democratically elected bodies able to hold government to account.



PC members mediate a civil dispute in a far northern district of Balkh Province.

## EXPENSES FOR THE QUARTER

During 2013, a total of USD 13,685,424 was spent for this output. For more details, please see Annex 2.

## Success Story: Provincial Councils use Sharia Law to Support Women

Each spring in Shonbol, an hour drive east of Bamyan city, the village's one hundred Hazara families plant seasonal crops and nurture newborn live stock. It's critical work for the villagers' livelihoods, after a suffocating winter snow that blankets fields and homes.

Instead, this spring, the village was on the edge of a bloody feud over a forced marriage, and a woman who defied tradition to marry another man that she loved.

Engagement, in Shonbol and across Afghanistan, is a revered institution, almost as formally binding as the marriage itself.

But the young woman didn't like the fiancée chosen for her, and ran away to Kabul with another young man. She rejected the engagement, offending the jilted fiancé and his broader family. The acrimony escalated into threats of violence across Shonbol, while the woman in Kabul soon became an outcast, spurned by her village and stranded in Kabul.

So the villagers called in the only group they thought could help: the Provincial Council, a democratically elected body that oversee public services such as health and education, and also resolves family and village disputes.

Iqbal Zadah, one of the Bamyan Provincial Council's female members, led a community shura or Jirga in the village. In a dimly lit room warmed by the bukhari, over cups of steaming chai, she led a sit down meeting among the affected families and other villagers, attempting to resolve the standoff by adhering to national law, as well as following Islam's sharia law.



Iqbal challenged the family of the fiancée to release the daughter from the engagement.

'The problem', she says, 'is that the family didn't ask the girl. According to sharia law we have to ask the boy and girl before the marriage. No one should get married by force.'

After several hours of debate, the families present at the shura agreed with Iqbal that true sharia law provides rights to everyone, including women.

'The Prophet Muhammad, Peace Be Upon Him, respected the rights of women,' one said. And another elder at the meeting claimed that Islam, not the West, was the first to get it right.

Iqbal Zadah, Bamyan PC member

'Human rights for everyone have always been a part of Islam. Historically Westerners had to learn it from Islam!'

Iqbal's argument, and its acceptance by the offended family, is an example of the PCs' ability to effectively and peacefully resolve disputes through mediation and discussion, rather than taking the problem to central government, or to under-resourced line departments in provincial capitals.

One villager pointed out that 'If you have a case and take it to the government it could take years to solve. But a Jirga like this will solve it in 10 to 15 days.'

And if the case wasn't quickly resolved, said another participant, 'people would have killed each other.'

Without groups like the Provincial Council, there would be a vacuum of governance and dispute settling, especially in rural villages like Shonbol. And the family and the community seeking a peaceful resolution of such divisive conflicts, would have nowhere to turn for swift, inclusive, and democratic justice.

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

2013 Baselines	2013 Annual Targets	Q1 Actual	Q2 Actual	Q3 Actual	Q4 Actual	Comments
2.1 81% of tashkeel positions filled in the PGOs and 72% of tashkeel positions filled in the DGOs	PGOs: 90% DGOs: 80%	Timely data unavailable.	PGOs: 89% DGOs: 80 %	PGOs: 86% DGOs: 80%	PGOs: 87% DGOs: 83%	On-target for DGOs, slightly delayed for PGOs.
2.2 Female tashkeel constitute 3% of all employed tashkeel in the PGO, and 0% of the DGO.	PGOs: 5% DGOs: 1%	Timely data unavailable.	PGOs: 2.7% DGOs: 1.5%	PGOs: 3.45% DGOs: 1.5%	PGOs: 3% DGOs: 1.8%	On-target for DGOs, slightly delayed for PGOs.
2.3 59% of PGO personnel and 46% of DGO personnel have received training on the office manual (any kind of training of any duration).	PGOs: 100% DGOs: 70% (targets are cume; 25% quarterly)	Timely data unavailable.	PGOs: 46 % DGOs: 40 %	PGOs: 58% DGOs: 40%	PGOs: 27% DGOs: 24%	On-target. Cumulative progress of close to 100%. The quarterly indicator refers to training of distinct tashkeel personnel over that period.
2.4 Eight PGOs and three DGOs have a separate toilet facility for female personnel.	PGOs: 15 DGOs: 5	PGOs: 8 DGOs: 3	PGOs: 8 DGOs: 3	PGOs: 8 DGOs: 3	PGOs: 9 DGOs: 4	Delayed, as PGOs and DGOs do not identify this as a priority area.
2.5 GOFORGOLD system developed but not utilized at	The M&E system established and shared	M&E system for provincial & district governance almost	National M&E/MIS Consultant has been identified	M&E system for provincial and district governance established	Revised UNDP/ASGP M&E system established and shared	On-target.

all	with IDLG.	complete. Initial discussions with IDLG in progress.	and will construct an M&E system for provincial & district governance during Q3.	for ASGP; work on-going with IDLG on their M&E system for provincial and district governance.	with IDLG, aligned with IDLG, and NPPLG framework; ASGP expands support to IDLG M&E.	
2.6 Four PGOs have Citizen Service Centres established and operational.	6 PGOs	4 PGOs	4 PGOs	4 PGOs	5 PGOs	Slightly off-target. Another CSC to be opened in Q1 2014, instead of Q4 2013.
2.Zero Provinces have completed five year PSPs, and 34 provinces have completed annual PDPs (valid for that year).  PDPs: 00	PSPs: 17 PDPs: 34	PSPs: 7 PDPs: 0	PSPs: 7 PDPs: 0	PSPs: 3 PDPs: 2	PSPs: 7 (Annual Total)  PDPs: 33 (Annual Total)	Off-target for PSPs; slightly delayed for PDPs (33/34), although preparations for 2014 PDPs are in progress.
2.8 Zero Provincial Governors' Offices liquidated 80% of LOA advances on time in each quarter.	34	0	0	0	0	Delayed, due to challenges in LOA fund management, as detailed in the section.
2.9 GDCLCA does not have a webpage	GDCLCA's webpage is operational with updates on all the PCs.	The TOR for a technical specialist finalized and the recruitment has initiated.	The webpage is functional and PCs have access to visit. GDCLCA has put various events publication on the web	The webpage is functional in Dari, Pashto and English.	The webpage is functional in Dari, Pashto and English, and is updated regularly, including access to policies and AWP.	On-target.

			page.			
2.10 27 PCs hold monthly meetings following the rules and procedure.	34 PCs	Timely data unavailable.	29 PCs held 153 meetings.	31 PCs held 186 meetings.	34 PCs held 204 meetings.	On-target.
2.11 24 PCs conduct oversight meetings completed with minutes/ reports at least each quarter.	34 PCs	Timely data unavailable.	34 PCs conducted 162 oversight meetings.	25 PCs conducted 150 oversight meetings.	34 PCs conducted 170 oversight meetings.	On-target.



### C. 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 work focused on increasing municipalities' revenue streams and improving basic public services. ASGP support included technical and capacity development specialists embedded in 19 provincial municipalities, and in the Government partner the General Directorate of Municipal Affairs, and support to other provincial and district municipal activities. ASGP's support to GDMA capacity development and governance, across the Kabul institution GDMA, municipal organisations, and individuals within municipalities, resulted in more effective, accountable, and service oriented municipalities, and promoted financial and municipal deconcentration in accordance with the NPPLG. ASGP interventions and progress against each indicator within this municipal output are identified below.

#### Indicator 3.1- 25 Municipalities with Capacity Development Plans implemented

Seventeen municipalities had capacity development plans implemented by the close of Q4, while several others CDPs were drafted or finalized during this period, which meant that progress against the indicator is off-target. CDPs were finalized for Faizabad (in Badakshan) during Q4, drafted for Cheghcheran (Ghor), and the district municipalities of Qurghan (Faryab), and Kohwaja Sabzposh (Maimana).

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. In Q4, for example, the Faizabad CDP identified gaps in service delivery and in municipal communication with citizens, and identified measures to address these gaps, which are being implemented by the municipality, and development and GOA partners. ASGP supported the development and implementation of Capacity Development Plans for municipalities at all levels. ASGP assisted the General Directorate of Municipal Affairs with institutional and national capacity development policies across Afghanistan, provided direct technical and capacity development assistance to 8 municipalities, and trained and mentored contract and tashkeel personnel.



IDLG D.G. H.E. Farahi, at the Afghanistan National District Mayoral Conference. The conference outlined and clarified the roles of district municipalities and other district entities.

#### Indicator 3.2 - Restructuring initiated in # of municipalities with female employees

ASGP supported restructuring in 11 municipalities during Q4, following earlier technical support to GDMA to promote organisational reform of municipalities. The Office of Administrative Affairs approved the organizational models for nationwide rollout. Such municipal restructuring ensures that organizations are appropriately resourced, through pay and grading reform and competitive and meritocratic recruitment, to effectively deliver services. The GDMA is now working on a proposal to expand implementation to all 33 provincial municipalities. GDMA's restructuring process and M&E framework does not currently capture the impact of the restructuring on female employees. However ASGP is working with GDMA, and directly with municipal partners, to capture this baseline and any change from the Q1 report.

### Indicator 3.3 – Number of e-governance applications set up

During Q4, ASGP supported GDMA to finalize a concept paper on municipal e-governance, which GDMA will use to utilize GOA, donor and international community support for national implementation of municipal e-governance. ASGP and GDMA expect the paper on municipal e-governance to be finalized in Q1 2014, and the delay has contributed to a delay in progress against the indicator. Meanwhile, ASGP continues to support broader municipal e-governance initiatives, through support to ICT infrastructure and municipal websites. Throughout 2013, ASGP support to municipal e-governance focused on Kandahar, Mazar, Herat, Kunduz, and Jalalabad, Nili, and Mehtarlam.

Effective municipal e-governance can improve public outreach and communication, and ensure citizens are more informed and engaged about their municipality's plans, policies and regulations. E-governance can also improve service delivery, by making services such as business licenses, and Safayi tax (cleaning or property tax) more readily available and efficient, and by reducing transaction costs. Municipalities are uniquely positioned to utilize e-governance for service delivery, as they are the only entity able to deliver services and raise revenue independent of the central government.



A female school municipal committee

ASGP complemented its focus on e-governance and citizen engagement, by supporting educational multimedia programmes and magazines, as well as support to school and university-level municipal committees. These committees model Afghan municipalities, and educate Afghans, particularly women and youth, about the roles and responsibilities of municipalities to their citizens. This public outreach occurred in Jalalabad, Kunduz, Faizabad, Bamyan, Chariker, Mazar-e-Sharif, Sheberghan, Saripul, Bazarak, Nili, Aybak, Herat and Torkham.

### Indicator 3.4 - % of municipalities with revenue enhancement plan and % of increase in municipal revenue from its own sources

Seventeen out of ASGP's 19 targeted provincial municipalities, or 90%, had revenue enhancement plans by the close of Q4 2013, while 14 of these municipalities also registered an increase in sustainable revenue from its own sources, which averaged 37%. Progress against this indicator is therefore mixed, as the percent of municipalities with revenue enhancement plans is slightly off-target (90% vs. 100% target), while the average increase in sustainable municipal revenue is on-target (37% vs. 20% target)

Municipalities with revenue enhancement plans during 2013 include Bamyan, Nili, Jalalabad, Mehtarlam, Mazar, Saripul, Sheberghan, Aybak, Maimana, Bazarak, Charikar, Herat, Farah, Qala-e-naw, Cheghcheran, Faizabad and Taloqan. ASGP supports municipal revenue enhancement action plans, endorsed by GDMA and the municipality, to identify and utilize revenue sources and deliver services. During Q4, ASGP finalized three REAPs Charikar (Parwan) Mehtarlam (Laghman) and Cheghcheran (Ghor), reviewed in Q3, and completed draft REAPs for 30 district municipalities in the five northern provinces. The district municipalities' REAPs will be finalized in Q1 and Q2 of 2014. Progress against the indicator increased significantly during Q4 over Q3, as ASGP focused on district municipalities, and overall progress for 2013 is now largely on target.

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. Fourteen of 19 targeted municipalities, or 73 % of targeted municipalities, registered an increase in sustainable, own sources annual revenue, with an average increase of 37 % over the 1391 financial year. The average increase in total revenue of five district municipalities

(Torkham, Andkhoy, Kholm, Balkh, and Dawlatabad) is 57% over year 1391. As a result, municipalities have become more sustainable and autonomous, in line with the principles of financial and municipal deconcentration articulated in the NPPLG.

In Q4 ASGP also expanded direct support to municipal employment initiatives for women, as an embroidery and tailoring project trialed in Bamyan in Q3, was expanded in that province and also to Herat. Here, ASGP provides seed funding to municipalities to purchase materials for embroidery and tailoring for 150 women, who make crafts that are then resold by the municipality. In addition, ASGP supported a literacy course for 40 of the women in Herat, to improve their prospects of finding more sustainable employment.

**Indicator 3.5 No. of municipalities with minimum service standards and No. of GOs and MABs established.**

During 2014, ASGP established three Municipal Advisory Boards (MABs), bringing the number of ASGP-supported MABs to 13 in 2013, and ensuring that progress against this aspect of the indicator remains on-target. (These MABs cover Charikar, Panjsheer, Bamyan, Nili, Herat, Jalalabad, Mehtarlam, Kandahar, Taloqan, Faizabad, Mazar-e-sharif, Aybak, and Saripul). MABs, drawn from civil society, Nahia and Gozar organisations, Maliks, and women’s and youth groups, advise municipal bodies on community development needs and priorities, and solicit public feedback, to ensure municipalities are more representative and accountable. ASGP also supported the USAid-funded municipal programme RAMPUP to established MABs in other municipalities, for a total of 34 municipalities in 2013. During 2013, ASGP contributed 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. As GDMA identified MABs as the single prioritised body for municipal representative governance and development, and ASGP’s comprehensive support to the establishment of 800 Gozar Organizations (GO) in ten provinces in 2012 (2013 baseline), GDMA determined that ASGP should not support the establishment of additional GOs, and should instead focus on support to MABs and minimum service standards.



A business registration survey

ASGP supported the establishment of minimum service standards in four out of the ten targeted municipalities, although progress lags behind the target of 10 municipalities. The standards outline the services that citizens can expect from their municipality, and identify the municipality’s responsibility to its constituents. ASGP supports implementation of these standards through technical and capacity development specialists that support engineering and infrastructure development in Charikar, Kandahar, Faizabad, Nili, Bamyan, Bazarak, Kunduz, Taloqan, Saripul, Mazar, Jalalabad and Mehtarlam. The specialists drafted engineering and infrastructure plans for municipal buildings and commercial markets, conducted public consultation, and costed, implemented and monitored projects such as water wells, small bridges, concerting public toilets, and road gravelling. Other personnel supported municipal services such as business and property registration, Safiya tax, and environment and waste management, including cleaning and greening and door to door waste collection.



Left to right: Herat MAB elections, Herat MAB ceremony and oath-taking, and the Jalalabad MAB.

## EXPENSES FOR THE QUARTER

During 2013, a total of USD 3,260,243 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:

2013 Baseline	2013 Annual Targets	Q1 Actual	Q2 Actual	Q3 Actual	Q4 Actual	Comments
3.1- 17 of 25 targeted municipalities have CDP	3.1 25 targeted municipalities (19 provincial and 6 districts) have CDPs published and implementation ongoing in 50% of them	20%	40%	70%	17 (cume)	Off-target.
3.2 None of the municipalities are restructured; only restructuring plan approved.	3.2 Restructuring initiated in 10 of 19 targeted municipalities.	PAR implementation started in 8 municipalities	0	0	11	On-target. ASGP supported revision of the municipal organizational models, which OAA approved in Q4 for nationwide rollout.
3.3 No municipalities have e-governance applications established. Four municipalities have functional website and 20 public awareness campaigns organized.	3.3 Five municipalities have functional website with certain e-governance applications set up.	Four campaigns, 5 websites	5 websites, 2 camp'ns	5 websites	5 website, 5 camp'ns	Off target. E-governance and websites supported, but awaiting GDMA approval of municipal note on 'e-governance applications' before progress begins on this aspect of the indicator.
3.4. 85% of 19 targeted municipalities have Revenue Enhancement Action Plan (REAP) and 50% reflected an increase in revenue. (Current year revenue over previous year's revenue)	3.4. 100% of targeted municipalities have revenue enhancement action plan and 20% increase in revenue from sustainable sources.	20%	35%	45%	90%	Slightly off-target for REAPs (90% vs. 100% target), and on-target for an increase in sustainable

						revenue from own sources (average 37% increase over 20% target among respondents)
3.5 No minimum service standards formulated for service delivery, neither any MAB established. 800 established GOs.	3.5 Minimum service standards formulated and introduced for 10 targeted municipalities and MABs established in 10 of targeted municipalities.	No minimum service standards; 1 MAB	No min. service stds.; 4 MAB	1 MAB	MSS in 4 municip's. ; 13 MAB	On-target for MABs, off-target for wider rollout of minimum service standards, due to delay in recruitment, and NA for GOs, which GDMA determined should not be further established, beyond the 800 established with ASGP support in ten provinces during 2012 .

### III. GENDER SPECIFIC RESULTS

ASGP's support to institutional, organizational, and individual capacity development and governance throughout 2013 contributed to increased gender equality and gender mainstreaming in IDLG and in Provincial and District Governors Offices, local councils, and municipalities across Afghanistan, and brought significant improvements to women's lives. ASGP, and IDLG, interpret gender mainstreaming to mean that the differential impacts on men and women are considered in all policy, planning and programming activity, and disaggregated data and inputs are identified in M & E to demonstrate how ASGP impacts gender, and how gender informs subnational governance.

ASGP works toward the UNDP Afghanistan stipulation that 20 per cent of projects' annual work plan (AWP) costs should fund activities that directly and indirectly support gender. ASGP's AWP delivery for 2013 fell a few percentage points short of this threshold, principally because of challenges related to the LOA modality, including liquidation and ASGP's limited ability to influence subnational partners to implement activities that support UNDP's gender goals. ASGP expects to deliver more than 20 per cent of its programme to support gender activities in 2014, because of the closure of the provincial LOA, the GOA's increased focus on gender priorities and results (evident in new national policies), and a revision of the ASGP M & E framework that more effectively and transparently mainstreams gender into activities and results.

ASGP's contribution to institutional reform of policies and laws that increased gender equality and results included the IDLG anti-harassment policy guideline, the Provincial Council legislation, and the DCC policy. ASGP provided technical and financial support in the development and implementation of the anti-harassment guidelines, which contributes to workplaces and governance that are more gender sensitive and inclusive. ASGP also supported merit-based recruitment for deputy provincial governors and district governors, which led to the appointment of Afghanistan's first female district governor, and continues to support her office. ASGP held workshops for Provincial Councils, as well as line departments such as the Department of Women's Affairs, to explore the gendered impact of the proposed PC law, and to support PCs to lobby for gender-sensitive amendments, include a gendered quota for female representation on the democratically-elected councils, and greater resourcing for female PC members. ASGP also supported provincial partners' advocacy for greater attention to gender priorities in two other key provincial and district policies during 2013. UNDP and ASGP supported greater female representation on the technical and development committees scheduled to implement the pilot draft provincial budgeting policy. UNDP/ASGP provided this support through direct technical submissions to the MOF, and by support to provincial workshops on the draft policy that involved women's groups, MOWA, and female PC members and civil society. And ASGP also supported GDCLCA efforts to ensure that the proposed single district body, identified in the DCC policy endorsed by cabinet, fully mainstreamed gender in provincial roll-out activities (for example, that support to DCC formation focuses on gender equality and gender issues).

In addition to such institutional reform, ASGP's emphasis on gender informed its organisational and individual capacity development of PGOs, DGOs, PCs and municipalities and their tashkeel and contract personnel, and ASGP also worked with other GOA and UNDP partners to support specific gender workshops and gender mainstreaming. ASGP's ongoing support to subnational offices' organizational reform foregrounds gender activities, such as orientation of tashkeel and contract personnel on gender policy, and greater recruitment of female candidates. ASGP also works with the Civil Service Commission and other subnational partners to support female candidates participating in the tashkeel recruitment exams for the PGO and DGO and for the civil service, and supported another 140 female applicants to undertake literacy courses, to boost their employment prospects.

ASGP in 2013 also worked with other GOA and UNDP partners to support specific gender workshops and gender mainstreaming initiatives, in alignment with provincial and national priorities (such as the NPPLG and the National Action Plan for Women's Affairs). For example, in Q3 ASGP and UNDP's GEP supported northern PCs and DOWA to develop the region's first gender action plan to strengthen the capacity of female provincial, district and community groups. Participants identified gender priorities, such as increased female employment and participation in government institutions and the civil service, and developed a joint action plan to address these priorities, which is now being implemented with the support of ASGP.

In addition to ASGP's key partnerships with IDLG, the Ministry of Women's Affairs (MOWA), the Civil Service Commission, and PGOs, DGOs, PC and municipalities, ASGP partnered with the UNDP's National Area Based Development Programme (NABDP), National Institution Building Project (NIBP), and UNAMA during 2013, to support gender results.

ASGP also supports women civil society and subnational governance initiatives across Afghanistan's PGOs and DGOs, PCs and municipalities. ASGP supports female school and university-level municipal committees, which model Afghan municipalities and educate Afghans about the roles and responsibilities of municipalities to women and to their citizens. ASGP supports public accountability and reporting forums and regional female PC networks across Afghanistan that scrutinize and promote subnational gender results and priorities. In addition to supporting female PCs to exercise their governance mandate, ASGP supported the establishment and implementation of Municipal Advisory Boards, drawn from civil society, including women's and youth groups, which foreground gender issues in their advice to municipal bodies on community development needs and priorities.

ASGP also supports governance initiatives that directly and positively impact women's economic livelihoods. ASGP supports municipal women's employment in Bamyan and Herat in other ways, for example by providing seed funding and technical support to municipalities to purchase materials for embroidery and tailoring for 140 women, who make crafts that are then resold by the municipality. These activities support women's economic livelihoods, introduce a new municipal revenue stream, and help ensure that municipalities are more responsive to gendered challenges and priorities. And ASGP expanded its female internship scheme in the PGOs in the Central Highlands and Heart during Q3 and Q4, to support dozens of women to gain practical experiences in governance and to increase their prospects as civil servants in public administration. Through these initiatives, and ASGP's support to institutional, organizational and individual capacity development, ASGP contributed to increased gender equality and gender mainstreaming in Afghanistan's subnational governance, and brought significant improvements to women's lives.

## IV. PARTNERSHIPS

ASGP developed and expanded a range of partnerships with the GOA, UNAMA and UN agencies, civil society, donors, and project implementers, during 2013, which improved ASGP programme results and contributed to more effective subnational governance.

ASGP and IDLG partnered with other GOA Ministries, including the Ministry of Finance (MOF), the Department of Women's Affairs (DOWA), and the Independent Administrative Reform and Afghanistan Civil Service Commission (IARCSC), to draw on their comparative advantages and more efficiently deliver subnational governance reforms. During Q3 and Q4, for example, ASGP and IDLG worked with the MOF to improve provincial procurement and public financial management (PFM), and train provincial and municipal finance and procurement tashkeel at the PGO, PC, municipality and line departments on the latest MOF finance and procurement systems and regulations, in line with the subnational finance, planning and procurement components of the NPPLG. ASGP supported IDLG and other provincial partners, including the PGO, DGO, PC and municipalities, to engage with DOWA and highlight the integral role of the National Action Plan for Women, and issues of gender equality and gender mainstreaming, in subnational governance. And ASGP, and IDLG, continued to work with IARCSC, to improve tashkeel capacity, and promote organisational and institutional reform. In addition, ASGP worked with the UNDP Programmes that support each of these GOA partners, such as the Making Budgets and Aid Work (MBAW) project, the Gender Equality Programme (GEP), and the National Institution Building Project (NIBP).

ASGP continues to work with civil society, including media, women's groups, and shuras, to make governance more inclusive, efficient and accountable. Examples include dedicated training and capacity development campaigns, as in Uruzgan or Balkh, as well as general support to public forums such as public accountability and reporting forums, and to general media and public outreach personnel and activities. During 2013, IDLG endorsed

ASGP support to communications in Uruzgan and Balkh as the national model for the promotion of effective provincial and district communication among governance offices and civil society, and supported its expansion in 2014.

ASGP significantly expanded partnerships with donors and other SNG project implementers during 2013. During Q3 and Q4, the UNDP Country Office, in partnership with DFID, Denmark and Estonia, and the Office of the Provincial Governor of Helmand, developed a UNDP Engagement Plan confirming support to development and governance activities in the province. Subnational governance is key to this initiative, and ASGP worked with donors and the PGO to finalise a subnational governance work plan for Helmand.

ASGP and IDLG finalised a provincial partnership with the DFID-supported Adam Smith International technical assistance team during Q3, while in Q4 ASGP's provincial personnel and technical and capacity development specialists contributed to the development and roll out of technical reforms developed by IDLG, ASI, and ASGP. Examples of this work in Q4 include ASGP contributions to ASI work on the functions and institutional development of PGOs, including deputy governors. Another example of a developing partnership, at the district level, is ASGP's increased collaboration with the Ministry of Rural Rehabilitation and Development, and the UNDP's National Area Based Development Programme (NABDP), on the IDLG-MRRD policy on DCCs. While ASGP provided technical and financial support to the development of the policy throughout 2013, in Q4, following approval of the policy, ASGP explored with IDLG, MRRD and ASI how it could best support the GOA to develop and implement these reforms during 2014, and ASGP's role in governance and capacity development is identified in the GOA implementation framework.

ASGP continues to engage with donors and programme implementers on issues of project design and best practice. ASGP and ASGP-supported personnel continued to provide inputs into USAid provincial and municipal programming, and into IDLG and DFID reviews of the Strengthening Provincial Administration and Delivery project (SPAD). ASGP has also contributed to the development of the UNDP subnational governance strategy, and welcomes its evolution and adoption by the GOA and donors.

Finally, ASGP would like to welcome the Republic of Korea as a new donor partner to ASGP during Q4, and also welcome additional support from the Swiss Development Cooperation Agency during this period. These two donor partners join ten current donors to ASGP and IDLG, and help contribute to more effective, democratic and sustainable subnational governance in Afghanistan.

## V. ISSUES

- **Donor earmarking**

In 2014, some donors tied some of their aid to specific provinces, which skewed support to SNG and undermined GOA and development policy.

The mitigation strategy includes joint UNDP/ASGP and IDLG advocacy toward donors and stakeholders about the value of support that is not earmarked, and is aligned with GOA and development Goals. This mitigation strategy achieved significant results in Q4, as two donors (Republic of Korea and the Swiss Agency for Development and Cooperation) provided substantial, broad support to subnational governance across Afghanistan, and reduced the earmarking they had initially sought. At the close of Q4, other donors had indicated to ASGP and IDLG that they would provide broader, non-earmarked support through 2014. ASGP's AWP also attempts to provide sufficient budget flexibility, to ensure that the project can effectively deliver development and governance results across all provinces.



- **Resource mobilization for IDLG**

Sustainability of long-term salary and resource support for IDLG remains unclear. Without international financial support, IDLG is currently unsustainable.

The mitigation strategy includes an ASGP resource mobilisation strategy, and joint ASGP-IDLG resource mobilisation initiatives, including appeals to SNG donor forums and board meetings, and joint forums that underline IDLG's central role in subnational governance. This mitigation strategy has secured funding for IDLG central in 2014.

- **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, ASGP, IDLG and provincial partners determined that UNDP should assume responsibility for direct payment for these activities in the provinces, and the provincial LOA was cancelled. ASGP in Kabul will directly pay the salaries of the technical and capacity development specialists 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 and Q4 to improve financial management and procurement competencies among all partners, particularly provincial GOA focal points who work on the LOA, as well as LOA-specific training, 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 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 fall under the category.

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 will impact the delivery and leadership of UNDP/ASGP's government partners at the national and subnational levels. Electoral law restricts PGO and PC activities during the electoral campaign, including certain governance activities supported by ASGP. As these provincial partners will not be able to lead AWP development and implementation, project delivery will likely slow in Q1 and Q2 2014. To mitigate this, ASGP will work with other SNG personnel unaffected by electoral restrictions, to support governance work. For example, in the period between the PC election and the announcement of results, in which sitting PC members are barred from working, ASGP would work with the PC specialist and PC tashkeel to implement SNG activities.

The GOA and international community 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 organizational change, including the technical and capacity development 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 since Q2 to implement this GOA policy, although it had not been implemented by the close of Q4. The delays in this process have affected the finalization of the IDLG component of the ASGP AWP. In addition, in Q4 IDLG did not endorse the broader ASGP-IDLG AWP, which includes support to Provincial and District Governors Offices, PCs, and municipalities. This will impact Q1 delivery. To mitigate this risk, UNDP/ASGP and IDLG established a regular taskforce to address NTA issues.

## VII. LESSONS LEARNED

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

UNDP/ASGP and IDLG have improved the efficiency and effectiveness of the LOA management throughout 2013, attributable to ASGP and IDLG's increased emphasis on training provincial partners on general financial management and procurement, and in specific training on the SOP of the LOA.

However the Q4 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. UNDP/ASGP and IDLG, with the support of donors and implementing partners, are jointly identifying lessons learned that will address these challenges, in the spirit of political and financial deconcentration articulated in the NPPLG and other SNG policies.

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

UNDP/ASGP and IDLG significantly improved donor and stakeholder coordination during 2013, which enabled ASGP to clarify programme delivery and strategy for that year and for 2014. ASGP identified several factors that worked well.

The lessons learned that will be incorporated into the project include monthly and consistent meetings at the management, technical and field level between key donors and stakeholders in subnational governance, including the EU, DFID (including their technical assistance team Adam Smith International), and USAID, and between subnational governance partners, including the Asia Foundation and the National Democratic Institute, as well as with IDLG and ASGP partners at the subnational level. Engagement with the Asia Foundation, which had operated the Performance Based Governance Fund, and with the National Democratic Institute, which had supported Provincial Councils, was significant during Q2 and Q3, to ensure ASGP and IDLG appropriately addressed the governance gaps caused by the programmes closure, and absorbed their lessons learned. ASGP and IDLG are also seeking how best to 'tackle the gaps' (IDLG's phrase) emerging from the withdrawal of Provincial Reconstruction Teams, which provided substantial off budget support to PGOs, largely in infrastructure. During Q3, with the closure of PBGF, ASGP became the only programme to support PGOs throughout Afghanistan, and with the suspension of NDI, ASGP became the only programme to support Provincial Councils throughout Afghanistan.

## VIII. FUTURE PLAN

Taking into account results and outcomes, and the issues, risks, and lessons learned, ASGP's programme strategy for 2014 includes the following future plans:

ASGP and IDLG's development and implementation of the 2014 work plan includes greater coordination with other donors and implementing partners, such as DFID (including Adam Smith International) and USAid, as well as consultation with MRRD and MOF, to utilize each partners' comparative advantage in support of new SNG policies (such as the DCC policy and the draft Provincial Budgeting Policy) and results. Specifically, ASGP will work with IDLG and MRRD (and UNDP's NABDP) to seek stakeholder feedback on the DCC policy in Q1 and Q2 of 2014, and work with other SNG partners to trial the policy, in line with the IDLG-MRRD implementation framework. ASGP expects to work more closely with IDLG and the MOF in 2014 to develop financial management capacity in SNG bodies, and with MOWA to support gender equality and gender mainstreaming, in line with the NPPLG and UNDP and donor priorities. 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/ASGP will also continue to implement the GOA NTA policy.

ASGP will continue to provide input into the UNDP's SNGD strategy and future programme design, including the identification of lessons learned as 2014 is the last year for ASGP. An evaluation of ASGP will occur in Q1, and the lessons learned from ASGP will inform the design of the future programme which will begin in January 2015 following closure of ASGP. The project will deliver this outline and exit strategy to partners at the next Board meeting. ASGP will continue to contribute to UNDP strategies, such as the UNDP regionalisation strategy, which aims to increase UNDP coherence and promote 'delivery as one', in order to increase efficiency and programme delivery, and contribute to ASGP and UNDP outcomes.

## IX. ANNEXES

### ANNEX 1: FINANCIAL TABLE

#### The Interim Donor Report for the year 2013 for (ASGP II)

Annex 1. Financial Table

Donor Name	COMMITMENT/ PREVIOUS YEARS RECORD				CURRENT YEAR - 2013					FUTURE EXPENSES		TOTAL RECEIVABLE		
	Commitment (a)	Revenue Collected 3Y12/2012 (b)	Expenses 3Y12/2012 (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)
AusAid	1,000,000	1,000,000	708,771	1,926	293,155	-	-	222,334	70,821	69,885	-	-	-	936
European Union	16,019,908	15,810,203	10,878,009	10,736	4,942,930	-	-	5,065,855	(122,926)	30,374	46,195	215,966	-	(199,495)
Finland	669,389	-	-	-	-	669,389	-	2,324	667,065	-	-	0	-	667,065
France	405,551	-	-	-	-	405,551	-	151,332	254,219	-	-	0	-	254,219
Italy	2,565,924	2,565,924	2,173,338	(11,100)	381,486	-	-	373,641	7,845	-	-	-	-	7,845
Japan	6,989,196	4,989,196	1,433,068	-	3,556,128	2,000,000	-	5,520,999	35,130	26,379	-	-	-	8,751
SDC (Switzerland)	3,835,636	3,835,636	3,798,831	18,530	55,335	-	-	(2,321)	57,656	-	-	-	-	57,656
SDC (Switzerland)	4,100,000	-	-	-	-	1,047,409	-	-	1,047,409	-	-	3,052,591	-	1,047,409
Sweden (SIDA)	17,277,644	3,756,010	-	-	3,756,010	6,887,052	-	8,276,907	2,366,156	36,580	(2,175)	6,634,582	-	2,331,751
DFID	9,600,000	9,600,000	9,544,580	9,057	64,478	-	-	(29,518)	93,996	-	-	-	-	93,996
Denmark	320,000	-	-	-	-	320,000	-	-	320,000	-	-	-	-	320,000
Estonia	475,543	-	-	-	-	475,543	-	-	475,543	-	-	-	-	475,543
Korea	8,000,000	-	-	-	-	5,000,000	-	-	5,000,000	-	-	3,000,000	-	5,000,000
UK	656,000	-	-	-	-	651,466	-	-	651,466	-	-	4,534	-	651,466
UNDP (CCF)	4,558,025	4,180,609	4,180,609	-	-	377,416	-	(48,499)	425,915	-	-	0	-	425,915
UNDP (Core Fund)	2,423,181	933,311	933,311	-	-	1,489,870	-	1,513,019	(23,149)	611	3,579	-	-	(27,339)
<b>Grand Total</b>	<b>78,895,998</b>	<b>46,670,889</b>	<b>33,650,517</b>	<b>29,150</b>	<b>13,049,522</b>	<b>19,323,696</b>	<b>-</b>	<b>21,046,071</b>	<b>11,327,147</b>	<b>163,828</b>	<b>47,599</b>	<b>12,907,673</b>	<b>-</b>	<b>11,115,720</b>

Note:

- i) The figures provided in the above statement are provisional; the final figures will be communicated in the certified financial report which will be produced by UNDP HQ and submitted to all donors in May 2014
- 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 year 2013 for (ASGP II)

#### Annex 2. Expenses by Output

Project Output ID and Description	2013 Budget (AWP)	Expenses (Jan-Dec 2013)	Delivery Rate
Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place	3,753,157	3,370,201	90%
<b>Sub-total Output 1</b>	<b>3,753,157</b>	<b>3,370,201</b>	<b>90%</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	14,805,151	13,685,424	92%
<b>Sub-total Output 2</b>	<b>14,805,151</b>	<b>13,685,424</b>	<b>92%</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	3,317,835	3,260,243	98%
<b>Sub-total Output 3</b>	<b>3,317,835</b>	<b>3,260,243</b>	<b>98%</b>
Output 4: (Atlas ID 78993): ASGP management and technical support cost	1,395,257	730,203	52%
<b>Sub-total Output 4</b>	<b>1,395,257</b>	<b>730,203</b>	<b>52%</b>
<b>Grand Total</b>	<b>23,271,400</b>	<b>21,046,071</b>	<b>90%</b>

## ANNEX 3: EXPENSES BY DONOR

Donor Name	Project Output ID and Description	2013 Budget (AWP)	Expenses (Jan-Dec 2013)	Delivery Rates
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	293,155	222,334	76%
	<b>Sub-Total</b>	<b>293,155</b>	<b>222,334</b>	<b>76%</b>
European Union	Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place	-	24,114	
	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	4,048,351	4,436,363	110%
	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	253,545	453,161	179%
	Output 4: (Atlas ID 78993): ASGP management and technical support cost	865,309	152,217	18%
	<b>Sub-Total</b>	<b>5,167,205</b>	<b>5,065,855</b>	<b>98%</b>
Italy	Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place	-	(933)	
	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	100,000	259,439	259%
	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	-	115,134	
	<b>Sub-Total</b>	<b>100,000</b>	<b>373,641</b>	<b>374%</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	4,255,702	3,859,745	91%
	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	2,125,744	1,622,144	76%
	Output 4: (Atlas ID 78993): ASGP management and technical support cost	41,083	39,110	95%
	<b>Sub-Total</b>	<b>6,422,528</b>	<b>5,520,999</b>	<b>86%</b>
Sweden (SIDA)	Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place	1,853,216	1,869,956	101%
	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	5,650,458	4,777,723	85%
	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	795,731	1,092,872	137%
	Output 4: (Atlas ID 78993): ASGP management and technical support cost	488,864	536,354	110%
	<b>Sub-Total</b>	<b>8,788,270</b>	<b>8,276,907</b>	<b>94%</b>
Finland	Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place	32,654	-	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	162,000	2,324	1%
	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	50,000	-	0%
	<b>Sub-Total</b>	<b>244,654</b>	<b>2,324</b>	<b>1%</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	295,484	151,332	51%
	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	92,813	-	0%
		<b>388,297</b>	<b>151,332</b>	<b>39%</b>
SDC	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	-	(843)	
	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	-	(1,478)	
		-	<b>(2,321)</b>	
DFID	Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place	-	(12,486)	
	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	-	(5,459)	
	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	-	(11,382)	
	Output 4: (Atlas ID 78993): ASGP management and technical support cost	-	(192)	
		-	<b>(29,518)</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	1,489,870	1,506,680	101%
	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	(581)	
	Output 4: (Atlas ID 78993): ASGP management and technical support cost	1	6,919	
<b>Sub-Total</b>		<b>1,489,872</b>	<b>1,513,019</b>	<b>102%</b>
UNDP (CCF)	Output 1: (Atlas ID 73419): National systems, procedures and legal frameworks to implement, coordinate and monitor the SNGP are in place	377,416	(17,131)	
	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	1	(17,534)	
	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	(9,629)	
	Output 4: (Atlas ID 78993): ASGP management and technical support cost	-	(4,206)	
<b>Sub-Total</b>		<b>377,418</b>	<b>(48,499)</b>	<b>-13%</b>
<b>Grand Total</b>		<b>23,271,400</b>	<b>21,046,071</b>	<b>90%</b>

Note:

The negative expenses are the figures related to past years obligations that has been cancelled and the un-spent balance of those obligations has been credited back to the project in 2013.

And the over expenses versus allocated budget in the above lines are because of previous years advance that has been paid to implementing partner and has been converted into expenses in 2013

## 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	Move to direct payment for all provincial activities and personnel. Greater education re. 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 2013	Consistent
2	The GOA National Technical Assistance policy had not been implemented by the close of Q4 and delays in this process have affected the finalization of the IDLG component of the ASGP AWP, impacting delivery in Kabul and in the provinces.	November 2013	Political	Probability=5 Impact=5	UNDP/ASGP and IDLG established a regular taskforce to address NTA issues, and UNDP and IDLG agreed that there should be some flexibility around the interpretation of the NTA policy.	ASGP Kabul	ASGP Kabul	Q4 2013	Consistent
3	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, female PC networks to improve work prospects and environment for female civil servants.	Regional Teams	Regional Teams	Q4 2013	Reducing
4	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.		Northern Regional Team	Q4 2013	Reducing