



Law and Order Trust Fund for Afghanistan



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Final Progress Report for LOTFA Akheri-Inception Phase

January-June 2015



UNITED NATIONS DEVELOPMENT PROGRAMME

Abbreviations

ABP	Afghan Border Police
AFMIS	Afghan Financial Management Information System
AHRIMS	Afghanistan Human Resource Information Management System
ANP	Afghan National Police
AUP/AUCP	Afghan Uniform Police/Afghan Uniform Civilian Police
CEDAW	Convention to Eliminate All Forms of Discrimination Against Women
CID	Criminal Investigation Department
CPD	Central Prison Department
CSO	Civil Society Organization
CSTC-A	Combined Security Transition Command-Afghanistan
DM	Deputy Minister
DG	Directorate General or Director General
EFT	Electronic Fund Transfer
EVAW	Elimination of Violence Against Women
EPS	Electronic Payroll System
ERP	Enterprise Resource Planning
EUPOL	European Police Mission in Afghanistan
FRU	Family Response Unit
GBV	Gender based violence
GDPDC	General Directorate Prison and Detention Centers
GIROA	Government of the Islamic Republic of Afghanistan
GPPT	German Police Project Team
GRB	Gender Responsive Budget
HR	Human Resources
ISAF	International Security Assistance Force
JHRA	Justice and Human Rights in Afghanistan
LOTFA	Law and Order Trust Fund for Afghanistan
M-16	Payment request form
M-41	Payroll list
MA	Monitoring Agent
M&E	Monitoring and Evaluation
MOF	Ministry of Finance
MOIA	Ministry of Interior Affairs
MOLSAMD	Ministry of Labour, Social Affairs, Martyrs and Disabled
MOU	Memorandum of Understanding
OD	Operational Directives
PEM	Police-e-Mardumi Directorate
PMU	Programme Management Unit (UNDP Country Office)
PPHQ	Provincial Police Headquarters
RS	Resolute Support
SOP	Standard Operating Procedures
SPTC-A	Sivas Police Training Center of Afghanistan
SSPCB	Strategy and Policy (STRATPOL) Strategic Partner Coordination Board
TWG	Technical Working Group
TOR	Terms of Reference
WEPS	Web-based Electronic Payroll System

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I. Introduction

This is the final report of the Law and Order Trust Fund Afghanistan (LOTFA) '*Akheri*' Project-Inception Phase, covers the final two months of implementation during the months of May and June as well as reflecting on the overall achievements from n 1 January 2015 until 30 June 2015. In accordance with UNDP corporate donor reporting obligations, this report accounts for implementation of the LOTFA *Akheri* annual work plan (AWP). However, the report also provides an overview of the many activities that UNDP has implemented outside and in addition to the AWP in response to the request from the Government of the Islamic Republic of Afghanistan (GIROA) to develop a LOTFA Transition Plan.

LOTFA is a Trust Fund of the United Nations Development Programme (UNDP) originally established in 2002. *Akheri* means 'final' in Dari and LOTFA *Akheri* was designed as the final phase of LOTFA, concluding with the handed over to the GIROA. LOTFA *Akheri* was originally designed for 36 months, ending in December 2017. The Project included a six month inception phase starting on 1 January 2015. This phase was developed with the aim of conducting preparatory work and capacity assessments. This work would need to revalidate and prepare for LOTFA *Akheri*'s planned activities so as to strengthen their foundation for the remainder of the period and ensure support would be conducted on the basis of a solid capacity development approach.

In December 2014, the GIROA approved LOTFA *Akheri* six month inception phase. However, H.E. President Ghani also requested the development a LOTFA Transition Plan within these six months. Transition refers to the process initiated by H.E. President Ghani to ensure that all international assistance to the Ministry of Interior Affairs (MOIA) is aligned with the MOIA reform agenda from the GIROA and priorities the GIROA has specifically set out for partners. H.E. President Ghani established a Transition Team to guide this process. In order to develop the LOTFA Transition Plan he requested that during the six month inception phase a mid-term review (MTR) should take place with the aim to assess progress against the implementation of the inception phase as well as handover of the activities, and to identify mechanisms for continuation of LOTFA in case handover to GIROA was deemed not possible during this period. UNDP proceeded accordingly: **From 1 January 2015 to 30 June 2015, UNDP implemented the LOTFA *Akheri* inception phase, conducted the MTR on the LOTFA approach jointly with partners, and implemented the review's recommendations, including the development of two new Projects.**

In relation to the implementation of the LOTFA *Akheri* inception phase, this report demonstrates that not all of the anticipated inception phase activities have been implemented as planned. A total of 77% of the programmed funds have been expensed of 30 June and further incurred expense will be further reported. In some cases UNDP, donors and GIROA through LOTFA governance structures had jointly decided not to implement activities. In other cases activity implementation had been delayed for various reasons, explained in the report.

In relation to the MTR, the Transition Team, MOIA, LOTFA donors and UNDP conducted the review from 19 to 22 April 2015. The review consisted of four consultative sessions led by government representatives and donors, with presentations and logistical support provided by LOTFA. The MTR resulted in a recommendation to the LOTFA *Akheri* Project Board that the LOTFA Transition Plan would consist of the development of new LOTFA Projects with the aim to handover the non-fiduciary payroll management support to the GIROA by December 2016, and stronger capacity development interventions to enable the MOIA to implement its reform agenda over time. The inception phase activities would provide a solid basis for these Projects. H.E. President Ghani endorsed the recommendation from the MTR review in his letter to LOTFA donors of 24 April 2015. In this letter he also elaborated on seven priorities for longer term capacity development interventions and he directed that the LOTFA successor Projects should be divided into three phases and that *“each phase should have specific benchmarks and measurable indicators to monitor and evaluate institutional reform and development at the MOIA at the central level in Kabul as well as at the subnational level”*. He also emphasized the importance to clearly define roles and responsibilities of UNDP and MOIA for achieving the benchmarks and that *“the benchmarks should be developed in consultation with the top and middle management of MOIA to ensure that they all understand those benchmarks and are informed on their roles and responsibilities”*.

In early May an action plan for the design of the new Project document was developed by UNDP and approved by the H.E Minister’s appointed Transition Team and the MOIA. The plan proposed a series of intensive consultations through Technical Working Group (TWG) sessions and donor meetings from 28 May to 15 June 2015. The joint consultations were led by a dedicated design team from MOIA, with technical advice and organizational and logistical support extended by UNDP. Fourteen formal TWG consultations were held, with more than 220 participants from various departments of the MOIA, Transition Team, donors, and other international partners. The consultations were organized based on drafts of the results framework for the new LOTFA which divide the Project into three phases based on targets as per the request of H.E. President Ghani. In addition, governance arrangements including roles and responsibilities were jointly developed. Full drafts of the narrative accompanying the results framework were subsequently shared for comments with all stakeholders.

These activities and the LOTFA *Akheri* AWP implementation combined, allowed for substantive and transparent discussions and led to the design of two new Projects 1) Support to Payroll Management and 2) MOIA and Police Development Project, under the LOTFA Trust Fund. Together, the two new LOTFA Projects respond to the GIROA priorities for MOIA reform and the GIROA request that LOTFA relinquish its payroll support duties by December 2016, based on agreed upon conditions. The two Projects were subsequently approved by the LOTFA Project Board of 30 June 2015, which concludes LOTFA *Akheri* and constitutes a major deliverable and success.

DELIVERABLES LOTFA AKHERI-Inception Phase

Pillar I

- Draft compendium of applicable payroll laws, June 2015
- Mapping of approved policies, processes and practices affecting the salaries of police and prison guards, June 2015 (25% completed)
- Web-based Electronic Payroll System (WEPS) installed in 33 out of 34 provinces for police pay (Nuristan and salary pay for the General Directorate Prison and Detention Centers (GDPDC) excepted)
- Server configured in MOIA Network Operating Center to support linkage of Nuristan and GDPDC to WEPS
- Digitalized M16 installed in 21 out of 34 provinces (M16 refers to the payment request form which is submitted to the Treasury Department for recording of salaries, extra payments due based on past months' balances, incentives, the total of salaries, and ANP data, such as names, grades, ranks, ID numbers, fund codes, object codes)
- EPS Disaster Recovery Plan finalized
- Development of Payroll Unit conceptualized and implementation initiated by MOIA
- 231 Provincial Finance Officers trained in use of Electronic Payroll System (EPS), payroll budgets and allotments and digital M16
- Monitoring Agent Reports issued more regularly and in more user-friendly format
- Ernst and Young Payroll Scoping Mission Report issued with recommendations on payroll system integration
- Initial technical solutions implemented for system integration
- New LOTFA Strategic Payroll Management Project clarifying way forward for payroll until December 2016 and including newly established and initiated sub-working groups as part of the governance structure

Pillar II

- Assessment of the Ministry's capacity to implement the MOIA 10 year vision and Five Year Strategy in the areas of policy making, planning, budgeting and M&E (institutional maturity self-assessment)
- MOIA Monitoring and Evaluation (M&E) Framework
- MOIA Training Curriculum on M&E
- Partnership Strategy for Aid Coordination
- MOIA Capacity Development Framework
- 90 Provincial Officers trained on procurement law and procedure, procurement law & handbooks.
- Concept Note for MOIA Information and Communications Technology (ICT) and Enterprise Resources Planning (ERP)
- Achievements of eight provincial Police Women Councils (PWC) reviewed through workshops (self-assessment)
- PWC Informational Bulletin
- PWC National Meeting on 28 June 2015 facilitating the election of PWC chairpersons.
- Draft Micro Technical Assessment of the Internal Audit Office
- Draft capacity development plan for the Internal MOIA Audit Office
- Draft mapping of MOIA complaints processes
- New LOTFA MOIA and Police Development Project clarifying way forward on institutional development until December 2016 and including newly established and initiated sub-working groups as part of the governance structure

Pillar III

- Note on the initial review on Police Legislative frameworks and the MOIA structures for police professionalization
- 191 female cadets and 36 trainers selected, deployed and trained at Sivas police training center in Turkey
- 325 new female cadets selected and deployed to Sivas police training center (graduation is in December 2015)
- Two evaluations conducted on Sivas police training in Turkey
- Mapping of existing operational directives (25% completed)
- 36 provincial police, prosecutors, and defense lawyers trained on a standard operating procedure (SOP) between the *Family Response Unit* (FRU's) and Elimination of Violence Against Women (EVAW) Units when investigating EVAW cases (jointly with UNDP's Justice and Human Rights Project).
- New LOTFA MOIA and Police Development Project clarifying way forward on police professionalization until December 2016 and including newly established and initiated sub-working groups as part of the governance structure

Pillar IV

- One Workshop for the MOIA Police-e-Mardumi (PEM) Directorate, eight workshops at sub-national level with community and civil society members, police and GIROA officials, one workshop with MOIA and international police experts and over 80 bilateral interviews to discuss and identify priorities for police service delivery at the community level.
- Concept Note for the COP Strategic Framework (replaces the Afghan Community Policing Model)
- Seven District Safety and Security Committees established in four provinces and seven districts
- District Safety and Security Survey
- Comprehensive assessment on 119 call centers
- Seven information desks assessed on quality of infrastructure and equipment
- New LOTFA MOIA and Police Development Project clarifying way forward on police service delivery at the community level as part of police professionalization until December 2016 and including newly established and initiated sub-working groups as part of the governance structure

II. Progress towards Pillar outputs

Progress is analysed and reported towards the Pillar outputs. UNDP is improving the evidence base for Project progress reporting and will report for the new LOTFA against measurable targets. For the purpose of this report rough progress indications are summarized as follows based on the detailed progress updates against the AWP activities provided in annex one:

- **Good progress:** the majority of output activities are being completed or partially completed.
- **Limited progress:** the majority of output activities are being partially completed or not implemented.
- **No progress:** No implementation took place against output activities. The status of activity implementation under the output is the same as on the first of January which is the start date of the Project.

Whether good or no progress in implementation, all *Akheri* – inception phase activities have been instrumental in defining the new LOTFA direction. Given this importance, the text below also highlights per output how the *Akheri* work will be used and taken forward. As per recommendation of the TWG's and confirmed by the Project Board, some AWP activities were not approved for implementation during the inception phase as implementation would go beyond the 6-month period,

and therefore resources could not be committed without a certainty of an extension. These are not incorporated in the progress analysis.



The signing ceremony of new LOTFA project, June 30 2015. Photo: UNDP

Pillar I: Payroll Strengthening and Transition

Objective: To ensure that Afghan National Police (ANP)/ GDPDC are paid more accurately and in a timelier manner and the Government of Afghanistan is ready to independently implement transparent, accountable, auditable and efficient ANP/GDPDC salary payments against Government - authorized Tashkeel positions.

Pillar I made significant progress towards achievement of the Pillar objective on the strategic political as well as technical implementation levels. H.E. President Ghani has requested that the new LOTFA transition its payroll management duties to GIROA by December 2016, based on agreed upon conditions. Accordingly, the Pillar I objective remains a key priority for the new LOTFA and *Akheri-inception phase* achievements are vital for achieving the President's request. The LOTFA MTR review and TWG deliberations did lead to a refinement of the Pillar objective including to emphasise that the goal is the handover of non-fiduciary aspects of the police pay. This consists of the payroll management support functions that are currently undertaken by LOTFA. The fiduciary elements of the police pay will continue to be handled by UNDP. The reformulated objective is as follows: *The Government independently manages all non-fiduciary aspects of its pay budget for the ANP and the GDPDC, including reports for donors. The MOIA independently manages the Human Resources (HR), finance and ICT functions related to payroll operations.* To facilitate the handover, the new LOTFA also split off the payroll management support functions into a new Support to Payroll Management Project (SPM Project). The longer term development work has been consolidated in the second Project and the transfer of funds to MOF for police salaries including its fiduciary management has been transferred to the UNDP Country Office.

During LOTFA *Akheri-inception phase*, Pillar I TWG meetings continued to be instrumental in addressing political and technical obstacles preventing achievement of the Pillar objective. They were consistently held on a weekly or bi-weekly basis and during Redesign, up to twice a week. All issues identified through the TWG mechanism were addressed, with consensus solutions developed to determine a way forward¹. Main issues discussed and addressed included:

Ineligible expenses: LOTFA worked closely with the MOIA staff to review and resolve ineligible expenses charged to LOTFA accounts by MOIA, as identified by the Monitoring Agent (MA). The ineligible expenses under review related mainly to Q 3 and 4 of 2014. They were connected to types of expenditure not approved within the 2015 LOTFA Commitment Letter (e.g. payment to outside of *Tashkeel* forces) and related to cases where established and sound payroll and payments rules and regulations were not followed by the MOIA. Because the MA could not retrieve documentation from MOIA to help it discern on-*Tashkeel* Police from off-*Tashkeel*, it treated all of these particular forces as off-*Tashkeel*. This resulted in the reported MA ineligibilities being higher than they should have been. Therefore, although the MA reports for 2014 were received on time, it took months for the MOIA and LOTFA staff to gather the proper documentation and re-examine each finding. Ultimately, LOTFA deducted AFS 101,110,843 from the July 2015 monthly advance. This fully resolved the 2014 MA findings. However, the process would have been much shorter if MOIA and LOTFA staff, physically working together as the MOIA payroll unit, MA had access to human resources databases (i.e. the *Tashkeel* module of the Afghanistan Human Resource Information Management System (AHRIMS)). With access AIHRMS, MA would have been able to verify the status of personnel as on-*Tashkeel* or off-*Tashkeel* (see chapter V on challenges and issues).

Disaster Recovery Plan: to address the issue that currently neither MOIA nor LOTFA have a disaster recovery site for payroll, MOIA, donors and UNDP recommended and agreed on LOTFA support to disaster recovery. The disaster recovery site plan was developed and finalized by the Project and provided to MOIA in early March 2015. However the site got delayed as MOIA feedback was pending and no suitable location could be identified and agreed upon. Facilitated by TWG discussions, the MOIA requested in May for the plan to be fully implemented and in addition to expand the plan to not only cover EPS but the entire MOIA data centre. MOIA also moved on the location issue. MOIA ICT first identified the LOTFA building as the location for the disaster recovery site. This was less than optimal due to the continued need for LOTFA to work in this space. Subsequently, MOIA ICT identified an alternate location, the e-*Tazkira* complex, located outside the current MOIA, but in Kabul. This location would not only accommodate the disaster recovery requirements of EPS, but also the requirements for other MOIA systems. MOIA ICT will seek MOIA leadership approval to confirm the proposed disaster recovery site, and implementation will start under the new SPM Project once this approval is received.

¹ Minutes of LOTFA-MOIA payroll coordination meeting, 3 May 2015; Minutes of LOTFA Pillar 1 TWGs of 11 May 2015; 25 May 2015; 16 June 2015; 27 May, 3 June and 10 June 2015.

Pay scales and incentive rates: Pillar I TWG discussions in May and June agreed UNDP would undertake several actions in relation to pay scales and incentive rates. This agreement was the result of previously expressed donor concerns for transparency in changes in pay scales and incentive rates and related concerns with the CSTC-A Compensation Board. UNDP under the new Project will now undertake a joint review with MOIA and partners of all pay rates and incentives. Under the guidance of MOF, UNDP will also conduct a formal study of the sustainability of the current pay structure and UNDP will assume Pay Board functions in the future.

Conditions for handover of support to payroll management functions: With the approval of the LOTFA *Akheri-inception phase* six month work plan it was agreed that donors and the Transition Team would set conditions for handover. However, joint agreement on such conditions remained a key issue. While this remains a topic for continuous dialogue, consensus could be obtained in the *Akheri* TWG's, on the following conditions that will be reviewed by partners in the course of the transition period:

- Issuance of unique identification cards to 100% of Police, with an effective process in place (including internal controls) to assure accountability of cards
- A fully slotted *Tashkeel*, with each individual, active, serving Police linked electronically to a single, valid *Tashkeel* position and a single, valid identification card
- AHRIMS slotting completed that includes the ANP ID card initiative and a process for updating the AHRIMS system on a real-time/regular basis as personnel change and pay adjustments are necessary
- Achievement of an effective and auditable pay system electronically linked to the AHRIMS and the Afghan Financial Management Information System (AFMIS);
- Elimination of all Trusted Agent payments to Police and achievement of 100% electronic fund transfer or other automated, recorded payment mechanism
- Independent validation of the payroll process is achieved

Achievements against the LOTFA *Akheri* – inception phase AWP include:

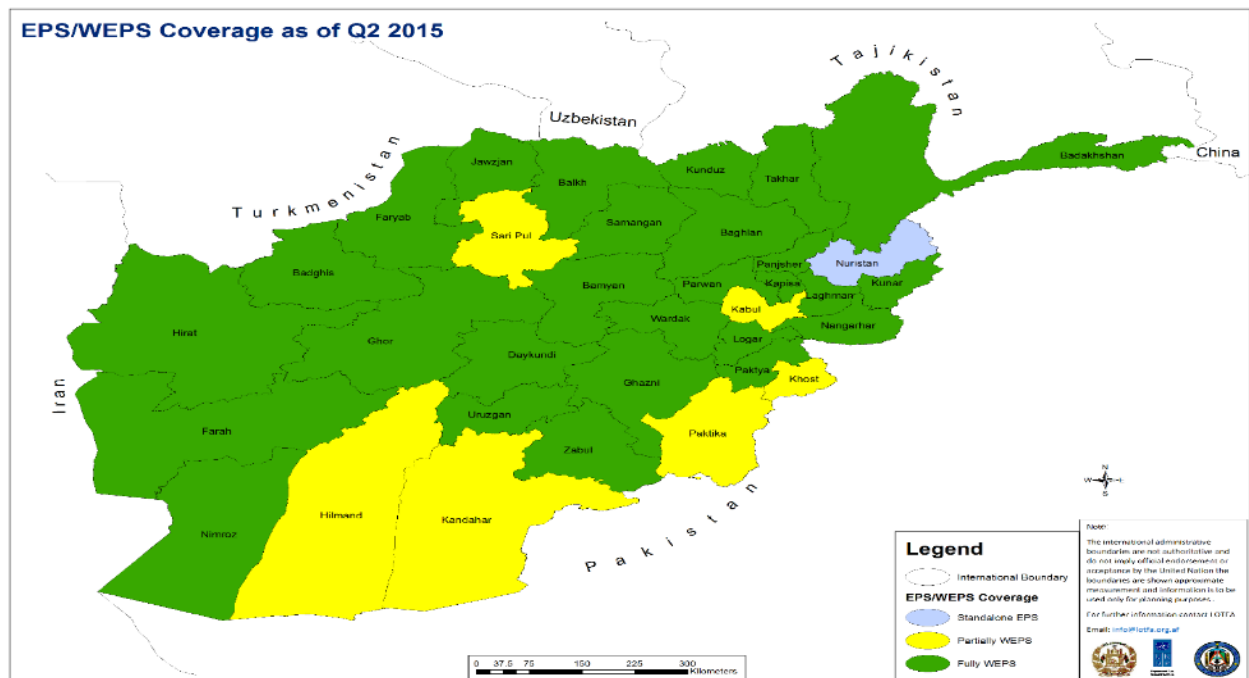
- **Limited progress on output one:** *Clear, more integrated national regulatory framework and business processes affecting the payroll are implemented.* In previous reports, LOTFA reported difficulty finding the required qualified expertise to develop the main deliverables for this output. Accordingly progress against this output was delayed, with the requisite expertise identified only in May. In June, LOTFA had in place a strong team of a national legal consultant and an international HR and Payroll specialist of Afghan origin. By 30 June, a first draft of a **compendium of applicable laws** was finalized, which provide the basis for legal analysis of current entitlements and deductions. In addition, **25 per cent of documentation relating to approved policies, processes and practices affecting the salaries of police and prison guards was mapped and assessed.** Identifying a complete range of documentation, and mapping inconsistencies between policies, processes and practices, is a first step in developing recommendations for improvements in the regulatory framework. These recommendations can then be used as a basis for discussions with stakeholders, including MOIA,

the Ministry of Labor, Social Affairs, Martyrs and Disabled (MOLSAMD), the Ministry of Finance (MOF), other ministries, and directorates within ministries.

The importance of the output was reconfirmed during the TWG consultations on the new LOTFA design. As such the output has been included with refined language in the new LOTFA SPM Project as its output one. LOTFA Akheri has helped ensuring a qualified team to be on board and kick-started the work which will provide a solid basis for achieving the related LOTFA SPM Project targets.

- **Good progress on output two:** *The payroll payment system is quickly made as automated and centralized as possible, given existing independent HR, payroll payment and accounting systems.* The achievement of this output is dependent on close collaboration between LOTFA, the MOF (AFMIS), the MOIA HR, Policy and Strategy, Budget and Finance departments. Collaboration remained good in the reporting period and the TWG discussions on eligible expenses (see above) helped further strengthening verification that only eligible expenditures are processed through LOTFA funding. CSTC-A (including Netlinks) is the main international partner required for achievement of this output.

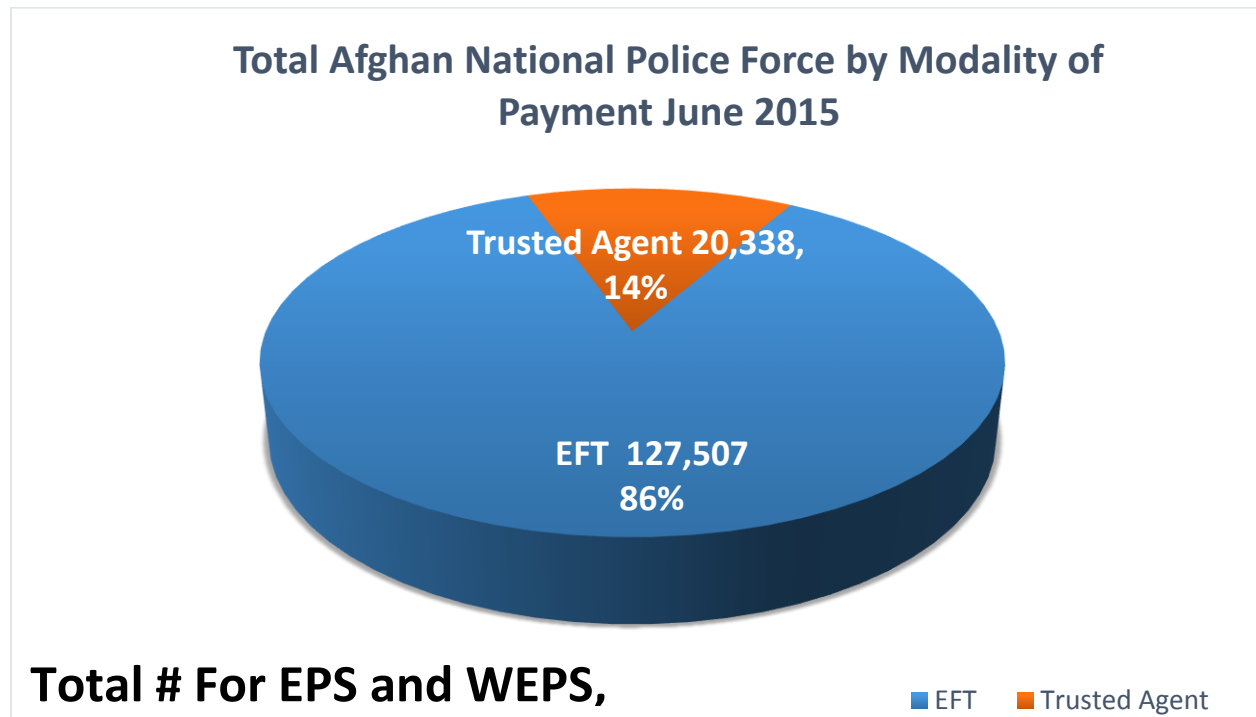
With successful installation in Sar-e-Pul, **LOTFA expanded WEPS coverage from 32 provinces by the end of April to 33 provinces by the end of June.** This means that by the end of LOTFA Akheri-inception phase, all provinces except for Nuristan have transferred from stand-alone EPS, which is more error-prone, to web based electronic data input. This will improve the reliability and accuracy of data. Security circumstances have so far prevented MOIA from expanding the MOIA intranet/network. Nuristan as well as the payroll stations of the GDPDC that are not connected to the MOIA intranet are still using stand-alone EPS payroll stations. For these situations, LOTFA in close coordination with MOIA ICT continued working on the Virtual Private Network (VPN). By the end of June, LOTFA had **configured a server in the MOIA Network Operating Centre to support the VPN connectivity needed to connect Nuristan and GDPDC EPS to the WEPS platform using 3G technology.** LOTFA also begun the administrative process with GDPDC of assigning and recording the personal information of the users needed to allow them VPN access to the MOIA intranet.



LOTFA finalized a digitalized M16 pilot in 11 provinces in April. In May and June 10 more provinces were added. This means that by the end of LOTFA *Akheri-inception phase*, **21 out of the 34 provinces have a digitalized M16**. The pilot study revealed however that Ghor was the only province fully utilizing the new capability of the system. Work will continue under the new SPM Project to determine why provinces have not embraced the new tool. Adjustments may need to be made in the system, in training, or a combination to ensure usage of the digital M-16. The digitalized M16 will greatly limit the occurrence of human errors and is as such a key element for achieving the Pillar I objective of ensuring payments are made more accurately and transparently.

LOTFA also continued to coordinate between MOIA Provincial Finance Officers, commercial banks and MOF to facilitate an increase in the number of salary payments made through Electronic Fund Transfer (EFT). LOTFA does not have direct implementation control over EFT which is the prerogative of the MOF and commercial banks. In previous reporting periods, there was almost no increase. However in May and June the **number of officers paid through EFT increased 3% from 84% to 87%**.

Finally, progress has also been made on the EPS Disaster Recovery Plan. As reported above LOTFA **finalized the EPS Disaster Recovery Plan** in early March 2015. MOIA provided feedback during the TWG consultations on the new SPM Project in May. Based on the TWG consultations, LOTFA stakeholders included in the new SPM Project a target of 100% implementation of the Disaster Recovery Plan by the end of the new Project in December 2016. The work done under LOTFA *Akheri-inception phase* provides a solid basis to achieve this.



- **Limited progress on output three:** *MOIA has improved capacity to better ensure ANP/CPD are paid more accurately and on time.*

This output has been challenged by two main factors. First, LOTFA was dependent on the development of a Payroll Unit with the required MOIA staff where capacity could be developed. Currently, the Payroll Unit resides within Directorate General (DG) Finance and Budget and includes no representation from other MOIA departments such as ICT and HR that fulfil most of the payroll management related tasks. **The development of the Payroll Unit has now been approved and conceptualized by the MOIA.** Under the new SPM Project, UNDP will work with MOIA to identify personnel to be ‘twinned’ with UNDP staff and work with them to develop their capacity based on individualized capacity development plans. Second, at the request of LOTFA stakeholders some activities were deleted pending decisions on the future of LOTFA (see detailed progress matrix). Also these activities have been revalidated and entered into the new SPM Project.

Nevertheless and with very little funding spent, critical capacity development related work continued and/or has been initiated. **231 Provincial Finance Officers received (refresher) trainings on EPS use, budgets and allotments, and use of the digital M16.** These trainings had already been provided by LOTFA in the past and continued. Capacity development also started in relation to quality assurance which would be a new area for the MOIA to take on, following full handover of the payroll. Namely, the MA reports and discussion of the process are an important tool for the MOIA to conduct quality assurance and take action to improve the accuracy and timeliness of payments. The DG Finance demonstrated strong commitment in resolving issues found by the MA, although his staff require as-yet absent support from other MOIA departments. Facilitated by discussions in the TWG, MOIA, LOTFA and the MA **ensured more regular reporting and more user friendly MA reports.** The current reports are classified into four major categories ANP, GDPDC, ANCOP and ABP, which make understanding for quality assurance easier. It was also decided to establish **a dedicated sub-working group on Monitoring and Reconciliation**, which will facilitate the **review MA reports** with donors, thus strengthening capacity of stakeholders to understand and take action upon the reports. This has been incorporated in the new LOTFA governance structure.

- **Limited progress on output 4:** *The payroll system is centralized and better integrated with enterprise-level HR and financial functions, producing more accurate, auditable, accountable and timely payment to police.* As extensively reported upon previously, this output is most difficult to achieve given its dependency on three independent systems supported by three different partners (payroll payments system supported by LOTFA; the AHRIMS; and AFMIS managed by the MOF). LOTFA is as such not in control, the systems are not linked, and data in each system cannot be fully reconciled. Albeit slowly, progress has been made under LOTFA *Akheri-inception phase.*

To start, two important studies had been concluded proposing solutions for better system integration. LOTFA issued a scoping mission by Ernst and Young. The **payroll scoping mission report** recommended building on the existing EPS capability while electronically linking the database with AHRIMS and AFMIS. Following the scoping mission’s field work, a **CSTC-A payroll study** and recommended an integrated enterprise resource system (ERS) for payroll as an alternative technical solution to replace the capability in EPS. This would have the purpose to increase auditability and accountability of the system overall. This solution would likely be more solid but also potentially more

expensive and thus less sustainable. During the LOTFA TWG deliberations on the new LOTFA design, an important **consensus on the next steps** has been developed and formalized in the new LOTFA SPM Project as follows: “In deciding on a sustainable future model, MOIA has to be in the lead. In order to decide between various options, MOIA staff in the area of Finance, HR, and Systems Management will spend the first 30-60 days of Phase 1 to review previous studies and propose the road ahead for a payroll management system. MOIA will then work in close cooperation with CSTC-A and UNDP to develop a strategic plan that aligns MOIA capacities with CSTC-A and UNDP support until the end of 2016. While this joint planning takes place, UNDP will continue working on EPS integration with AHRIMS, according to the agreed work plan and targets for transition detailed in the new SPM Project document. If the GIROA and CSTC-A develop the proposed ERS, a subsequent phasing out of the integrated EPS / AHRIMS systems could be undertaken. Therefore, this potential development does not affect the commitment of the Project to deliver an electronically linked-technical solution to support the MOIA payroll management before December 2016. In the event the MOIA replaces the EPS with a new system, MOIA could still rely on some of the UNDP – supported functions such as the Monitoring Agent, fund management, reporting and overall capacity development.

Meanwhile technical steps towards system integration continued to be implemented. To start, the MOIA reported that in AHRIMS, MOIA staff had now reached **87% slotting for officers, 86% slotting of non-commissioned officers, and 67% of slotting of patrolmen** against the *Tashkeel*. Slotting, or assigning Police to authorized positions, is an important precursor to electronic linkage of EPS and AHRIMS. Based on these MOIA estimates, some MOIA senior leaders wanted to use the data in AHRIMS as the basis for paying Police.

LOTFA also gained **read-only access to AHRIMS**. However, EPS staff compared records in EPS with records in AHRIMS, finding a 25% match between both databases. This indicated significant numbers of inaccurate records. Records may be inaccurate in one or both databases. In order to determine the accuracy of the data in AHRIMS, Pillar I suggested to MOIA staff that providing access to the MA would enable an independent assessment. However, until to date MOIA officials declined this request.

At the same time, LOTFA began weekly meetings with staff from the Resolute Support Mission involved in AHRIMS to begin the process of **standardizing data fields in EPS in alignment with data fields in AHRIMS**. This is another important precursor to achieve electronic linkage which will continue in the next phase of the Project.

Pillar II: Institutional Development for Ministry of Interior Affairs

The LOTFA *Akheri-inception phase* Pillar II objective was: *To support MOIA to improve its systems and practices for accountable and efficient civilian management and oversight of ANP and GDPDC*. This Pillar was building on initial activities and capacity development assessments in this area conducted during previous LOTFA phases by LOTFA and international partners². During the LOTFA *Akheri-*

² Capacity Assessment of the Ministry of Interior (MOI) Afghanistan, UNDP LOTFA (supported by UNDP Asia Pacific Regional Center (APRC)), July 2012; Organizational Capacity Assessment MOIA - Recommendations for the Design of LOTFA Phase VII, Delegation of the European Union to Afghanistan, implemented by International Consulting Expertise EEIG, 2014 (LOTFA facilitated all organizational and logistics support); IPCB: Recommendations to Operationalize the 10-Year Vision and associated 2-Year Work Plans (2013) (financed by LOTFA funds); Joint International

inception phase implementation period, the importance of this objective was reconfirmed in the new MOIA Five Year Strategy and priorities of the new Minister of Interior. H.E. President Ghani listed support to institutional development and reform as his number one priority for the MOIA³. Accordingly institutional development is a key component of the new LOTFA MOIA and Police Development (MPD) Project.

The new GIROA also expedited and refined its approach towards institutional development and reform, and initiated a MOIA civilianization process, and as a first step approved 65 civilianized positions in MOIA. While the GIROA is still developing the exact features of its civilianization policy, H.E. President Ghani directed that civilians take on HR management, budgeting and financial management, payroll management, procurement, infrastructure and facilities management, medical services, ICT, planning and M&E, donor coordination, internal auditing and logistics roles. These would complement competent professionals in line positions to lead the institutional reforms, working side by side with uniformed personnel. While previous Governments have emphasized the need for the Ministry to civilianize, none have thus far proposed to complement uniformed personnel in the MOIA by civilians.

The LOTFA *Akheri-inception phase* deliverables and in particular discussion thereof in LOTFA *Akheri* TWGs⁴ and coordination meetings, have been instrumental in the further development of the GIROA institutional development approach for MOIA. The *Akheri-inception phase* deliverables under Pillar II provided the basic framework for the new LOTFA MPD Project, and underpinned specifically the activities of the MPD institutional development component. To reflect the new GIROA approach, and emphasise the importance of a strong capacity development approach to implement these aspirations, the MPD institutional development component objective has been reformulated as follows: *Capacities for reform and accountable and efficient MOIA management and oversight are improved with integrated civilian and uniformed leadership and management.*

Achievements against the LOTFA *Akheri* AWP include:

- **Good progress on output one:** *MOIA policymaking, planning, budgeting, and monitoring and evaluation are strengthened to enable implementation of the Ten-Year Vision.* This output provided support to the overall institutional development framework for the MOIA. *Akheri-inception phase* deliverables under this output in particular form the backbone for the new LOTFA. The output was guided strongly by the Deputy Minister (DM) Strategy and Policy. A key international partner for this output was the Strategic Support to the Ministry of Interior (SSMI) Project funded by the UK. To start with, an **assessment of the Ministry's capacity to implement the MOIA 10 year vision and Five Year Strategy in the areas of policy making, planning, budgeting and M&E (institutional maturity self-assessment)** was finalized jointly with MOIA and validated by discussions in the TWGs. Self-assessment questionnaires were developed and filled out by about 80 personnel (leadership and staff) from the different departments of the DM Policy and Strategy. Completion was done in a

Community Action Plan on Anti-Corruption, UNDP LOTFA, CSTC-A, EUPOL, 2014; The mandate and capacity of the Office of Inspector General (OIG), UNDP LOTFA, 2014; Report on Progress Toward Security and Stability in Afghanistan, Report to Congress, Department of Defense, USA, December 2012; Independent Assessment of the Afghan National Security Forces, CNA Strategic Studies, for the US Congress, (DRM-2014-U-006815-Final), January 2014.

³ See H.E. President Ghani's letter of 24 April 2015 to LOTFA donors on MOIA and Police reform and development.

⁴ See minutes of TWG's: 11 February, 15 April, 1 June, 8 June, 15 June 2015.

workshop facilitated by LOTFA to ensure uniformity and confidentiality of results. Data entry and analysis of the self-assessment questionnaire on staff attitude, competency and maturity were also completed. Almost universal responses were generated, enabling a robust analysis for identifying priority leadership, management, technical, teamwork and administrative skills to be developed. The assessment was well received by the MOIA due to its self-led and participatory approach. MOIA requested it to be repeated annually under the new MPD Project, with LOTFA financial support. Accordingly, the progress indicators and baselines for the new Project's activities in policy making, planning, budgeting, and monitoring and evaluation are generated from the assessment results. A follow up assessment will be conducted in 2016 to measure progress against them.

Informed by the maturity assessment, DM Policy and Strategy and LOTFA developed and finalized a **general framework for M&E and M&E training curriculum**. Inputs from members of the Strategy and Policy (STRATPOL), Strategic Partner Coordination Board (SSPCB), as well as relevant documents and reports from international partners have been included in the documents. A number of suggestions were drawn directly from notes taken at the SSPCB meeting of 2 March 2015. The products have informed the newly created M&E function in MOIA that will be staffed with *Tashkeel* staff. After some delay in the recruitment process for M&E national and international experts, work started to support focal points in selected departments in the development of their M&E plans so as to measure the progress of their department against the benchmarks of the three year implementation plan. To that end, LOTFA worked jointly with the departments and provided M&E training to the focal points. The M&E plans will be finalized under the new Project and their development and provision of training to M&E focal points in the departments should eventually be fully led by the MOIA M&E function. LOTFA is implementing this activity comprehensively - simultaneously working with MOIA on targeted capacity development plans for the departments to strengthen their capacities for implementation of the three year implementation plan (see output two below).

LOTFA *Akheri-inception phase* output one also provided for support in the development of individual directorate workplans through capacity development in (gender-responsive) planning, programming and budgeting. The maturity assessment indeed confirmed a strong need for support in this area. However, the new MOIA leadership initiated revisions to the Five Year Strategy and three year implementation plan based on which individual workplan development should normally take place. To allow for meaningful support in these circumstances and in consultation with MOIA and as validated in the MTR, LOTFA revised its approach to this activity. To that end, LOTFA supported the MOIA with the development and completion of a **Partnership Strategy for Aid Coordination**. This Strategy provides for an overall framework to allow the MOIA to coordinate international assistance to the Ministry and police services including managing an international assistance database; to match needs with assistance; and coordinate and lead strategic dialogue with internal and external stakeholders on major areas of importance. The Partnership Strategy is being utilized together with IPCB for transition of international coordination functions from IPCB to MOIA. Proper management of aid is a precondition for proper planning, budgeting and programming. This holds in particular for the MOIA where the majority of the budget is provided through donor funding. It is also a major requirement to implement

H.E. President Ghani's MOIA priority three⁵, on Technical Assistance to the Security Sector Based on Needs and Demand. The Partnership Strategy has informed the newly created Aid Coordination Department under the General Directorate (GD) for International Cooperation. The GIROA requested UNDP to include the Aid Coordination Department in the new LOTFA MPD Project as an important area for further support. This support will follow the principles of aid coordination, which include developing capacity for nationally led and aligned coordination, oriented around national goals linked to programme budgeting and M&E.

In addition, LOTFA jointly with EUPOL, CSTC-A, and SSMI supported the Human Rights, Gender and Children Directorate in its advocacy for attention to gender by the new MOIA leadership in strategy development. Evidence of success is **pervasive gender-responsive language in the MOIA Five Year Strategy and the Three Year Implementation Plan** developed and endorsed by the new GIROA in 2015. With the finalization of the Five Year Strategy and the Implementation Plan by MOIA, the importance of the activity was reconfirmed in the LOTFA MTR and TWG deliberations on the new Project design. As such the activity has been deferred to the new Project. A national and international **gender expert as well as capacity development and M&E experts have already been recruited** under LOTFA *Akheri* so they can start follow up work immediately under the new Project.

- **Good progress on output two: MOIA Operational Police Support Services meet benchmarks for the transition of implementation responsibilities.** The operational police support services are the key operational departments needed to allow the ANP to perform its policing functions. It is in particular these services that H.E. President Ghani has indicated for strengthening and civilianization. They include MOIA HR, Finance, Procurement, Logistics, Facilities, ICT and the Communications departments which are key partners for the achievement of this output. LOTFA also included the Human Rights and Gender and Children Directorate as a key partner for implementation of this output. This would facilitate that commitments to human rights and gender at the strategy and policy level are also translated to, and included at, the operational level. International partners included CSTC-A and SSMI. Once the operational departments are independent, they could fully implement the Project themselves. Therefore, especially in view of LOTFA transition, it is vital that their capacities are strengthened.

A key deliverable under this output has been the development and finalization of a **MOIA capacity development framework**. DM Strategy and Policy has been using the framework to develop the MOIA capacity development functions and the framework forms the core of the new LOTFA's capacity development approach. The framework is based in UNDP's global practice, and highlights the need for simultaneous attention to problems of the organizational structure and behaviour, gaps in skills and competencies in human resources and deficits in systems and work processes.

Based on this overall framework, LOTFA *Akheri-inception phase* initiated the development of **detailed capacity development plans and business processes**. National and international consultants have been recruited and started work for the Finance, Logistics, facilities, Procurement, HR and ICT departments. However, this activity got delayed overall due to delays in recruitment of international and national experts. In addition and as per good development practice the individual directorate

⁵ H.E. President Ghani's letter of 24 April 2015 to LOTFA donors on MOIA and Police reform and development.

capacity development plans should be aligned with the MOIA Five Year Strategy, Three Year Implementation Plan and Gender Strategy Implementation plan, these were only finalized in March/April 2015. Accordingly, the new Project takes this activity further through a comprehensive approach in which these capacity development plans are simultaneously developed and implemented with the M&E plan, and a gender responsive approach.

For procurement, HR and ICT the LOTFA *Akheri* AWP identified some targeted additional capacity development activities: For the MOIA procurement directorate, LOTFA supported the delivery of **three comprehensive trainings on procurement law and procedure, procurement law & handbooks** in Kabul (21-25 Feb, 27 officers from Parwan, Kapisa, Panjsher); Jalalabad (7 -11 March, 30 officers from Nangarhar, Laghman, Nurestan and Kunar); Mazar-i-Sharif (4-8 April, 33 officers from Balkh, Samangan, Sari Pul, Faryab, Jawazjan).

For HR, LOTFA would support the development of remuneration policies, procedures and practices in collaboration with other international partners in this field. A national consultant started and **completed collection of existing remuneration, recruitment and selection policies** for both uniformed and civilian personnel in coordination with SSMI, and CSTC-A. However, the identified international consultant was not available before 30 June 2015 and as a result the activity got delayed. The consultant is expected to be on board by August and will focus both on HR policies and systems, and on matching training with the business systems being developed.

In addition, to support the HR needs for female police LOTFA supported the establishment and further professionalization of Police Women Councils (PWCs). This is also a priority in the MOIA Gender Strategy and corresponding Implementation Plan. The PWC's were initiated beginning 2014 by the MOIA Gender Directorate and supported jointly by UNAMA, EUPOL and LOTFA. In 2014 LOTFA supported workshops in



UNDP Country Director Douglas Keh talking to policewomen at the opening ceremony of Policewomen Council workshop on Jun 28 2015.

Kabul, Balkh and Jalalabad to develop and discuss the PWCs Terms of Reference (TOR). MOIA approved the TOR in December 2014. Building on this, LOTFA *Akheri-inception phase* supported the Gender Directorate with **workshops for eight provincial PWCs to review achievements and provide recommendations for improvement** since establishment of their councils in mid-2014. Workshops were conducted for the councils in Jalalabad (14 February); Mazar (19 February) and Kabul (22 February); Mazar-i-Sharif (19-20 April, 50 women); Herat (21-23 April, 50 women);

Jalalabad (26-27 April, 20 women); Kunduz (5-7 May, 20 women); and Bamyan (17-19 May, 20 women). See the workshop reports and a summary of recommendations in chapter III on Gender Specific Results. LOTFA also supported MOIA in featuring PWCs in the **MOIA International Women's Day celebration** of 8 March 2015, including development, design and distribution of a two-sided **PWC informational bulletin**

to its more than 600 attendees. Finally, LOTFA supported the **National Meeting for Police Women Councils on 28 June 2015 facilitating the election of PWC chairpersons.**

The Gender Directorate's work on the PWCs has been successful. 72 PWCs have been established as of 15 June 2015, and the Afghan PWCs have been invited to join the International Association of Women Police. This demonstrates the level of professionalism they have been able to achieve in a short amount of time. PWCs were previously predominantly seen as a human resources or staff counselling issue. However in 2015 consensus arose that the PWCs need to be placed within a broader police professionalization framework. As such LOTFA support to this initiative will continue under the new Project, but has been moved from the institutional development work stream to the police professionalization work stream.

For ICT, LOTFA supported the development of a **concept note for MOIA ICT and ERP** to underpin the capacity development work by integration of multiple and diverse operating systems on ICT platforms. However, the procurement got delayed and implementation will take place after 30 June 2015.

- **Limited progress on output three:** Anti-corruption and internal control and accountability measures (systems and enforcement mechanisms) are established and functional. LOTFA worked closely with the Gender and Human Rights Directorate and the Office of the Inspector General to achieve this output.

LOTFA and the Internal Audit office of MOIA executed a **Micro Technical Assessment of the Internal Audit Office** and conducted two workshops to develop a **capacity development plan**. The findings were presented during the Pillar TWG on 15 April. The finalization of the report is pending, due to health problems of the key expert, which has prevented him from finalizing the report

In addition, LOTFA **mapped the complaint processes** and presented the findings to MOIA. Given sensitivities around the complaint process and new MOIA leadership, the report could not be shared and implementation of further activities around the complaints processes has been paused. However, the importance of output three activities has been reconfirmed by both donors, as well as GIROA, in the consultations for the new LOTFA. As such activities have been deferred to the new Project with renewed and new political commitment, which is a positive development.

Pillar III: Professionalization of the Afghan National Police

The Pillar III objective was: *MOIA consolidates its approach to professionalize ANP and GDPDC and strengthen civilian-policing techniques, in particular for the Afghan Uniformed Police (AUP), GDPDC and Criminal Investigation Department (CID) / Family Response Unit (FRU).*

This Pillar was established under LOTFA *Akheri-inception phase* as a new area of work. While some crucial activities have been undertaken, Pillar III demonstrates the lowest LOTFA *Akheri-inception phase* implementation rate. Reasons for the low delivery rate have been explained in detail in previous reports. Poignantly, the main obstacle was the lack of a consolidated vision among MOIA

and international partners on police professionalization, which also prevented agreement on the LOTFA *Akheri-inception phase* activities. In turn, this necessitated further consultations taking away from implementation time. It demonstrated once more that without a solid consolidated approach at the strategic level, it is problematic to achieve nationally owned and internationally agreed operationalization of lower level activities. As such it reconfirmed the relevance of the long-term objective of the Pillar. Taking this into account, the Pillar did make significant progress towards the objective through the formal endorsement of the new MPD Project, and its police professionalization component. This demonstrates a small step towards further consolidation of the Afghan police professionalization approach. It was the result of the many bilateral, TWG and MTR consultations around the *Akheri* activities organized by the Pillar⁶.

The new objective for the MPD Project's police professionalization component combines LOTFA *Akheri-inception phase* Pillars III and IV. They were separated under LOTFA *Akheri* to align with the division of labour among Deputy Ministers in the MOIA. The new Project integrated the objectives in line with Goal 4 of the MOIA Five Year Strategy and the strong direction of the new MOIA leadership that community service delivery should not just be a Project or a unit within the ANP, but must be integrated into all police branches. Professionalization of the prison service has been removed from the objective to not fumble prison and police professionalization which have and should have distinctly different underlying principles and approaches. The new objective reads: *MOIA consolidated approach to professionalization of Afghan Uniformed Police to provide effective police services in accordance with human rights and professional policing standards.*

Guided by this objective and building on LOTFA *Akheri-inception phase* achievements in Pillar III and IV as set out below, the new component seeks to support MOIA in strengthening its police professionalization foundations and training infrastructure. At the same time, it will support immediate police service delivery and outreach activities to strengthen police and community engagement. It was also agreed that consolidation of the approach would take place against the core direction of effective police services in accordance with human rights and democratic policing standards.

Achievements against LOTFA *Akheri* work plan outputs include:

- **Limited progress on output one:** *The Deputy Minister of Administration (DM Admin) sets direction and coordinates a comprehensive approach to professionalization.*

The DM Admin oversees the Training and Education General Command (TGC/TEC) and has responsibility to set strategic direction, prioritize, coordinate and manage training across MOIA. However, limited functioning capacity exists for the Ministry to assess and set its own training priorities based on needs rather than based on supply-driven proposals from international partners. Output one sought to empower the DM Admin through conducting a **comprehensive assessment of current training and education provisions and capacity, as well as an assessment of the TGC/TEC.** This would be the main deliverable for this output under the inception phase.

⁶ See minutes of LOTFA *Akheri* MTR 19-22 April 2015; Pillar III TWG's on 8 April, 26 May, 2 June, 9 June 2015; Pillar III notes on bilateral conversations with MOIA and partners.

An international consultant was brought on board and conducted the assessment. The findings were jointly discussed and validated by LOTFA and MOIA including during a workshop attended by over fifty five MOIA officials from provincial training centres, the Afghan National Police Academy (ANPA), Staff College (SC), Training and Education Command (TGC), Central Training Centre (CTC), Recruits Department, border police training department, Afghan Local Police (ALP) and representatives from CID, Community Policing and Gender and Human Rights Directorate. It was felt that the final assessment report had several significant gaps. Security considerations had prevented data collection from some crucial field locations; also it had been difficult to access information on achievements from international partners in the police professionalization area (see also chapter V on challenges and issues); and due to leadership and staff rotations MOIA could not fully participate in the assessment. Finally, the workshop also provided a large number of additional recommendations to be further assessed for a consolidated police professionalization approach. A lessons learned was that the envisioned assessment required an inter-disciplinary skillset in police training, capacity development, human resource planning, policies and processes in relation to professional development, management, as well as organizational and legislative structures for police professionalization. This skillset cannot be found in one consultant and had not been available.

In response, the LOTFA Pillar III team has summarized the elements of the assessment that were collectively agreed upon into a **Note on the initial review on Police Legislative frameworks and the MOIA structures for police professionalization**. The note includes the **workshop report** as an annex and has been discussed and endorsed by the MOIA and can be shared with partners. Also, the MOIA and partners reconfirmed that the existence of a comprehensive nationally owned and internationally agreed assessment including all lessons learned from past efforts was vital for any further police professionalization work. The new MPD Project will elaborate on and finalize the assessment in its Phase One accordingly. The work done under *Akheri-inception phase* including police professionalization related recommendations that emerged in community consultations conducted by Pillar IV (see next section on Pillar IV) and previous work done by international partners provide a solid basis.



Workshop for Training and Education General Command (TGC/TEC)

- **Limited progress on output two:** *The Training and Education General Command (TGC/TEC) has systems and skills in place to adequately manage training delivery in line with ANP/CPD functional requirements.* The Training General Command is the national counterpart for this output, providing guidance and ensuring Pillar III activities support overall capacities to manage and deliver

professionalism activities in a sustained manner. The German Police Project Team (GPPT) and EUPOL are the main international partners.

The key deliverable for this output consisted also of the above mentioned assessment which would include a thorough section on the TGC/TEC department including the functioning of the provincial training centres. Based on the assessment a Training and Education Strategy would be drafted. However, in particular this assessment section was restricted by security considerations and only two training centres, one in Kabul and one in Herat, could be assessed. As described above, the assessment will be finalized in Phase One of the new Project. The TGC/TEC section will pay particular attention to capacity issues enabling implementation of the Presidents directive to reduce existing number of regional training centres so as to make training efforts effective and efficient. Based on information already available a generic outline of a Training and Education strategy for ANP has also been drafted. The draft will have to be further discussed and elaborated in detail with the relevant departments once the assessment is finalized.

Under this output, Pillar III also continued its partnership with the Turkey Sivas Police Training School to train female police officers. The Sivas training is an initiative from the Government of Japan and Turkey and supported by LOTFA since 2011 for male cadets. Since 2014, LOTFA only supports the training of female police officers under Sivas. The female police officer training program aims to provide basic skills and understanding for newly recruited female cadets and officers to perform police duties in a wide range of subjects such as police law and practices. The promotion of gender equality, prevention and response to gender based violence (GBV) issues are an integral part of the training. Under LOTFA *Akheri* **191 female cadets and 36 trainers were selected, deployed and trained at SIVAS. Two evaluation sessions** were conducted with the training centre, the female officers and MOIA leadership to collect feedback and suggestions on the program (see Evaluation Reports and chapter III on Gender Specific Results). LOTFA facilitated the incorporation of the suggestions into the provisions for a new training phase and supported MOIA in the recruitment and administrative processing for **325 new female cadets**. They were deployed to Sivas in June 2015 for a six months course (instead of four months which was one of the suggestions provided unanimously).

- **Limited but important progress on output three:** The AUP has streamlined its operational directives (ODs) and training courses on first response and community-oriented policing, including gender-responsive practices. The PEM directorate and the TGC/TEC are leading this output which in particular triggered a lot of discussion and consultation before implementation could start. The discussion centered around two main themes: First, while review of existing OD's against community oriented, human rights and gender principles was welcomed, PEM and TGC/TEC were reluctant to start implementation of the output fearing that this would lead to the development of new OD's. A large number of OD's had already been produced with the support of the international community but were not always sufficiently understood, used or even in the possession of the MOIA. As such the MOIA counterparts needed reassurance that the exercise would be fully Afghan owned and led and that the exercise would focus on reviewing and updating rather than the creation of new ODs.

Second, MOIA counterparts pointed out that the root cause of the many inconsistent and contradictory OD's stemmed from weaknesses in and application of the legal framework. The existing legal frameworks such as the Constitution, the Police Law and the Criminal Procedure Code fall short in substantively guiding sound operational policies. In addition, operational policies have mostly been developed without the reference to the existing Afghan legal basis. As a result even where guidance is provided this is ignored by national and international partners developing the OD's.

As a result of these discussions, LOTFA and MOIA made **an initial compilation of existing operational directives**. It is an impressive list of which 25% is currently completed. LOTFA also initiated discussions on the formation of a working group with the strong engagement of the legal department, along with focal points from various departments. This working group would conduct a deeper assessment of the current regulatory framework and offer recommendations to the MOIA leadership. The new MPD Project will take this work further. A new activity has been created to provide technical support and logistical assistance to the working group undertaking the reviews of the current regulatory framework (police law and other higher level laws).

Limited progress on output four: *CID and FRU have streamlined ODs and training courses on criminal investigations, including on GBV.* CID and FRU are leading this output. EUPOL has consistently provided support to enhance CID and FRU capabilities. They have provided several training courses and developed operational directives. UN agencies are another important partner for this output in particular for the work related to GBV. Under the leadership of UNFPA, the UN has developed a partnership agreement on GBV of which UNDP coordinates and leads the rule of law sector. LOTFA *Akheri-inception phase* sought to build on these foundations to strengthen and expand CID and FRU capabilities further across the country. However, given the short six month timeline for the inception phase most activities for this output were suspended in consultation with donors and the GIROA or could not be implemented. However, the importance of this output has been reconfirmed in TWG deliberations on the new LOTFA design and its activities have been redesigned and are integrated in output two of the new police professionalization component.

One activity was approved and implemented which was support to **a training for staff of MOIA FRU's and the Attorney General (AGO) EVAW Units**. The trainings were a follow up to support from UNDP's JHRA Project to the development and finalization of a SOP between the FRU's and EVAW Units when investigating EVAW cases. The SOP and accompanying training curricula has been finalized and trainings are now being implemented. LOTFA supports the participation in these trainings from the MOIA side while JHRA is supporting AGO participation. During LOTFA *Akheri* inception phase, a first training was implemented in Herat on 20, 22 and 23 June. The Training included 36 participants from Police, Prosecutors, and Defence Lawyers from Herat, Ghor, Badghis and Farah.

Pillar IV: Supporting improved service delivery

The Pillar IV objective is: *To support ANP in improving its delivery of community safety, incident, crime and GBV-related police services to the population in 15 per cent of the districts in eight provinces.* This LOTFA *Akheri* Pillar focuses on police service delivery at the district level and built strongly on previous

LOTFA work⁷ on key elements of Community Oriented Policing⁸ (COP). As explained in the previous section, the LOTFA MTR and TWG consultations⁹ conducted under *Akheri* resulted in a merging of Pillar III and IV for the new MPD Project. During these consultations, service delivery at the community level was reconfirmed by all partners as crucial for police professionalization overall and a vital peacebuilding priority promoting trust/social cohesion and community security. As such, the new Project takes on board most of the *Akheri* Pillar IV achievements described below.

Achievements against LOTFA Akheri –inception phase AWP include:

Good progress on output 1: AUP and Police-e-Mardumi (PEM) integrates community-police partnerships in eight provinces and 15 per cent of their districts.

During the *Akheri* design, MOIA indicated that despite the acknowledgment of the importance of COP, and tremendous support from international partners in this area there is still no unified understanding for COP implementation contextualized to the cultural and societal context of Afghanistan. Based on this feedback, this output focused on supporting the PEM Directorate in continuing **security dialogues and consultations** to establish Afghan COP priorities and develop an **Afghan community policing model** on this basis. This would be complemented with a **District Safety and Security Survey** (survey) collecting statistical data to validate the outcomes of the consultations and guide community security planning and priority setting. The establishment of **community security committees** had already been validated as a successful COP activity in the Afghan context. As such under this output, LOTFA also supported the PEM Directorate to implement and develop this further.

The Afghanistan Community Policing Model – results from the consultations and survey

By the end of LOTFA Akheri-inception phase, LOTFA has conducted **one PEM Directorate Workshop** in which 50 PEM officers attended from the field, **eight workshops with community and civil society members, police and GIROA officials jointly** in Kabul (June 2013, 100 participants and 16 August 2014, 120 participants and 14 September 2014, 120 participants), Bamiyan (24 September 2014, 110 participants), Herat (29 October 2014, 130 participants), Balkh (five November 2014, 130 participants), Nangarhar (1 March 2015, 140 participants), and Badakhshan (3 May 2015, 120 participants), and **one workshop with MOIA and international police experts** from EUPOL, ISAF, UN, GIZ, GPPT and IPCB in Kabul (20 August 2014, 30 participants). **Over 80 bilateral interviews** were held with international policing experts and Afghan policing and civil authorities. The District Safety and

7 LOTFA conducted several pilots on several COP practices from 2010-2012⁷; supported the establishment of the COP department in 2012 to spearhead COP development within the MOIA; issued specialized research on customary community security structures in 2013⁷; and supported 119 call centres, police information desks, as well as security dialogues⁷ in 2013 and 2014 to establish Afghan priorities for COP (reports and knowledge products available on demand, including:

Evaluation of LOTFA Democratic Policing Pilot, July 2010; LOTFA design team report, December 2013

Research, The Interaction between Formal and Customary Organizations of Social Control, in a Context of Police-e-Mardumi Development in Afghanistan, UNDP LOTFA (conducted by EUREKA), December 2013; Research, Community Oriented Policing, from the origin to the application, UNDP LOTFA, December 2013.

Report, Community Policing Conference, June 2013 with participation of civil society, Mol and other international organizations, to identify the needs of people and establish priorities.

8 Usually the term “Community Policing” is used, but since this term is understood in very different ways, the preference is to use the clearer term “Community Oriented Policing” (COP). In Afghanistan the term “Police-e-Mardumi” is used.

9 See minutes of LOTFA *Akheri* MTR 19-22 April 2015; Pillar IV TWG’s on 4 February, 6 April, 26 May, 2 and 9 June 2015.

Security survey conducted in the same provinces where the consultations were held complemented the data collected through the dialogues.

The dialogues resulted in a large amount of recommendations and opinions including on policing issues that go far beyond COP. For instance many of the discussions centred on unclear mandates among the different police units and the need for operational directives or business processes to better set out the division of labour among them. Suggestions were made to better distinguish duties and responsibilities of the general police (AUP) and those of the specialized units. Similarly, many consultations evolved into debates on the centralized nature of the MOIA and suggestions were provided to shift from a centralised to decentralized command and decision-making structure, thus allowing for front-line officers the flexibility to intervene. Heated discussions also arose around police training. Many considered the current training offer to fall short on democratic policing principles. In addition, trainings were stated as being too short with refresher or recertification trainings non-existent, non-effective due to high illiteracy rates, and too often conducted abroad or by international trainers preventing local capacities to be build.

Generally these are broader police professionalization challenges that should be placed in the framework of institutional development and security sector reform addressing the large spectrum of needs in the transformation from military oriented policing towards democratic¹⁰ policing in support of rule of law. Given the broadly acknowledged need for this transformation and the at the same time highly challenged Afghan security situation, it is not surprising these issues came up so prominently. They are also highly relevant for COP in Afghanistan. This is particularly so because COP is currently executed by a niche department (the PEM directorate), whereas the new MOIA direction (strongly supported in all consultations) stresses that COP should rather be a methodology understood and applied by all police branches. This affects and poses difficult questions on the institutional place and role of COP and the PEM directorate in the MOIA and accompanying police training and education curricula. These conceptual challenges were reflected in the many versions of the **draft Afghan community policing model** and the different names both MOIA and LOTFA suggested for it (ranging from community policing model, civilian policing model, civilian and community policing strategy, community police-security model to police professionalization strategy). This created confusion among partners.

Accordingly, in consultation with MOIA and partners, it was decided that as a next step, out of the wealth of information and data collected, LOTFA would transform the draft Afghan community model into a COP Strategic Framework (MPD police professionalization component output 3, activity 3.1). Working with MOIA and partners, the framework would more narrowly focus on COP as a methodological variant of the broader concept of democratic policing. The data and recommendations collected in relation to broader police professionalization and security sector

¹⁰ Instead of democratic policing, the word 'civilian policing' is mostly used in the Afghan context. UNDP prefers to stick to the term democratic policing which is globally acknowledged and understood as policing which promotes rule of law in accordance with a countries' legal obligations including human rights. The terms has also been endorsed by the UN as such. In contrast civilian policing is in some contexts understood as policing done by civilians not trained as police; a confusion UNDP would like to avoid.

reform issues has been and will be further used in the institutional development component and output 1 and 2 of the police professionalization component.

To avoid further confusion the draft ACPM model will not be further shared. However, information has been extracted and transformed into a **Concept Note for the COP Strategic Framework** which has been agreed by MOIA and can be shared with partners. The note proposes that the Framework would be structured around the strategies of *responsiveness*, *consultation*, *mobilization* and *problem solving* which are universally accepted basic strategies for community policing¹¹. It is the programs and corresponding activities used to implement these strategies that vary from place to place depending on social conditions and the capabilities of the police. This is supported by the data collected through the ACPM model consultations and surveys. All COP related issues and recommendations provided there neatly fit into one of the strategies and would provide an excellent basis for the design or further development of Afghan contextualized programs. For instance, many discussions centred on *responsiveness* with police accessibility identified as a main issue in the Afghan context. Solutions proposed included more citizen friendly police stations to promote reporting crime and contacting the police, including through the use of 'out-posted' information desks. Similarly, *mobilization* to educate communities about appropriate crime prevention measures came up in almost all discussions. Access was again the main issue identified and community watch proposed as solution. In support, the survey demonstrates concerns on increased presence of addicts, drug sellers, loafers, brothels and robberies in communities and strong support for community watch and outreach programs¹².

Establishment of District Safety and Security Committees:

One COP activity that LOTFA has been engaged in since 2010 is the establishment of district safety and security committees which bring citizens and police officers together to jointly develop solutions to problems prioritized by Afghan communities. The concept has been validated by evaluations¹³ and national partners and has been replicated and further developed by international partners such as GIZ and UNAMA. The concept is based on the COP problem solving strategy combining all strategies of community policing – responding, consulting, and mobilizing – focusing on situations that repeatedly require police attention but cannot necessarily be solved by law enforcement. In the Afghan context and as supported by research¹⁴ and surveys, the community security discussions often bring in many issues that trigger feelings of insecurity but should be resolved through a more comprehensive community security approach and by other actors than police. As such, LOTFA piloted under LOTFA *Akheri* a community security best practice working with the committees to develop district security plans which would allow for joint articulation of issues, division of responsibilities among local authorities in addressing the security issues and joint monitoring of follow up.

By the end of LOTFA *Akheri*, LOTFA established **six committees in three provinces and six districts** as follows: Herat (Gozara district, Nov 2014, 21 members; PD1 district, Nov 2014, 18 members; Karukh

11 United Nations, Community Policing Doctrine, 2005

12 Final report, DMSB survey, UNDP LOTFA, June 2015, page 14

13 See LOTFA Pilot Evaluation, July 2010

14 Research, The Interaction between Formal and Customary Organizations of Social Control, in a Context of Police-e-Mardumi Development in Afghanistan, UNDP LOTFA (conducted by EUREKA), December 2013; Research, Community Oriented Policing, from the origin to the application, UNDP LOTFA, December 2013.

district, March 2015, 31 members; Injil district, March 2015, 33 members) Balkh (Khulam district, May 2015, 25 members); Badakhshan (Argo district, May 2015, 35 members). Prior to the establishment of each committee LOTFA and PEM conduct community consultations at the provincial level in which larger number of members are involved (100-120). Subsequently, the PHQ and provincial governor propose the district of the province in which committee will be established and members are elected. 14% of the members are women, including two deputy chairs in Herat and Mazar.

The HQ PEM directorate has been in the lead on the establishment of the committees and jointly with LOTFA developed a **draft Community Security Manual** to provide training to the committee members on community security planning and priority setting. Outreach materials such as polo-shirts, caps and women scarfs with the PEM logo on it were also developed. The Manual was introduced and tested with a total of 75 provincial PEM police officers in November 2014 in Herat (40 participants) and in March 2015 in Kabul (35 participants). The officers came from Kabul, Kunduz, Baghlan, Balkh, Herat, Helmand, Ghor and Bamyan provinces. Guided by the Manual, four trainings have been conducted for all committee members in Herat (24 and 29 March 2014), in Balkh (12 May 2015) and in Badakhshan (6 May 2015). Committee members in Bamyan will be trained in the first phase of the new MPD Project. The manual has been discussed with GIZ and UNAMA and will be complemented with **safety and security outreach material**. To that end, a LOTFA supported consultant is currently working with PEM to assess all materials used by PEM, LOTFA, GIZ and UNAMA. The manual and the safety and security outreach material will be finalized in the first phase of the new Project. They will incorporating feedback from these initial pilots and will be in line with the COP strategic framework to be developed.

The District Safety and Security Survey

LOTFA initiated the survey not only to validate ACPM consultation outcomes but also to be used as guidance for community security planning and priority setting. LOTFA and MOIA implemented the survey in eight provinces and fifteen districts¹⁵. To develop local capacity 300 surveyors from the 15 districts were hired and trained to conduct the survey. The survey reveals crucial information on types of violence and insecurity per district, reporting behaviour and police responses. MOIA was pleased with the work and requested the survey to be expanded. Donors agreed but requested that linkages would be explored with other surveys (notably Rule of Law Indicators Study and Asia Foundation Survey to increase effectiveness). The new MPD Project has incorporated this accordingly (MPD police professionalization component, activity result 3.5).

Good progress on output 2: AUP and CID/FRU improve response to crime and incidents in eight provinces and 15 per cent of their districts.

Information desks and 119

As set out above, police responsiveness is a core COP strategy. In the Afghan context, among the main activities to support police responsiveness have been the 119 call centres and the information

¹⁵ Kabul (PH11 & PD17), Mazar (PD4 & PD6), Herat (PD1 & Enjil) Bamyan (PD1 & Yakawlang), Kapisa (Hese Awal & Mahmmod Raqi), Parwan PD1 & Jabal Saraj), Panjshir (Bazarak & Rokha), Nangarhar (PD1).

desks. 119 was supported by NTMA, LOTFA, GIZ and EUPOL since 2007 and was originally established to receive reports of corruption.

However being often the only opportunity to directly access MOIA, its function evolved into emergency response and intelligence reporting which is key to increase police responsiveness. LOTFA piloted the establishment of 31¹⁶ information desks in 2012 to enable citizens to report crime and obtain information in a more easily accessible place than the often extremely fortified police stations in Afghanistan.

LOTFA *Akheri-inception phase* focused on assessing both 119 centres as well as information desks to validate their effectiveness and appropriateness in the Afghan context and provide recommendations moving forward. For 119 targeted and specialized assessments were carried out on business or work processes (complaints handling, case management), capacity of staff and the state of the infrastructure and sustainability. All findings are currently being consolidated into a **comprehensive final 119 assessment report** to be finalized for sharing by mid-August 2015. Some evident small quick wins coming out of these assessments such as the development of radio and TV spots to increase citizens' awareness on 119 have been implemented with MOIA (broadcasting will be done in first phase of new Project). For the information desks initial **assessments were completed for 7 information desks focusing on infrastructure and equipment**. These assessments will be complemented in the first phase of the new Project with capacity assessments on organizational structure, business process and staff capacity as per the new LOTFA overall capacity development approach. The outcomes of both assessments will be incorporated in COP strategic framework to be developed in the first phase of the new Project (see above) as well as in further LOTFA support to information desks (MPD police professionalization component, activity result 3.3) and 119 centres (MPD police professionalization component, activity result 3.4). Upon the strong request of the MOIA the LOTFA *Akheri-inception phase* AWP provided for the establishment of three additional information desks and refresher training for information desk staff. A TOR has been drafted but is awaiting implementation until the comprehensive assessment is completed.

Finally, also under this output the *Akheri-inception phase* AWP did foresee an assessment to identify ways to improve the accessibility of police stations in particular for victims of gender based violence. Relatedly FRU's would be helped with the development of referral lists so they could refer GBV victims if necessary to appropriate institutions other than the police (e.g. hospital, shelter etc.). These activities got delayed but a TOR has been drafted jointly with UNDP's JHRA Project and will be implemented in the first phase of the new Project as part of MPD Police Professionalization Component, activity 3.3.

16 7 districts in Herat (PHQ, Enjil, PD1, PD2, P3, PD4(1), PD4(2)); 17 districts in Kabul (PD1, PD2, PD3, PD3, PD4, PD5, PD6, PD7, PD9, PD10, PD11, PD12, D13, PD15, PD16, PD17); and 7 districts in Nangarhar (PHQ, PD1, PD2, PD4, PD5, Kama district, Surkhrood district).



Religious Scholar gives speech to community on district safety and



Argo District Governor-Badakhshan during DSSC establishment



Gozara District Safety and Security Committee Establishment – Herat Province Nov 2014

III. Gender specific results

Under LOTFA *Akheri*, gender and human rights are mainstreamed throughout the Project and as such gender specific results are reported upon above. More detail is however provided here on recommendations provided by female police women in evaluations of the Sivas female police training program and the PWC workshops which gives an interesting insight into what female police find important. Also some extracts from gender related results from the District Safety and Security Survey are provided. Full reports can be obtained from UNDP. Finally, the chapter sets out how challenges identified in previous reports are addressed.

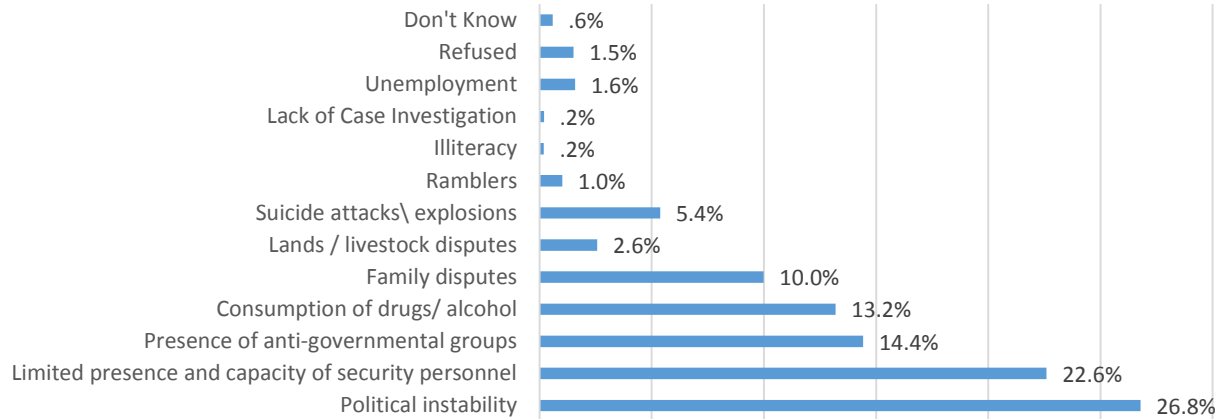
- **Extract of findings from two Sivas female police training evaluations (see chapter II, Pillar III)**
 - The program was considered very useful and officers were interested to conduct the same courses for female officers in country when female only training centers would be available
 - The program seems to have supported latest increases in female recruitment numbers. The MOIA used the Sivas training in some of its recruitment campaigns and interviews with trainees reveal that as a positive side-effect, the Sivas opportunity made it attractive to join the police
 - Some cadets were very knowledgeable and the Sivas academy would like to capacitate them as future trainers/lecturers
 - All officers expressed their wish to work within gender related departments: like the FRU and Gender Directorate
 - More classes were requested on computer skills, driving and English language

- Extension of the course was requested from four months to six months in particular to devote more time to specialized courses and courses related to case management and human rights
- Age (some were over 50 year) and level of education (some were illiterate) of some of the attendees affected gaining specialized knowledge
- MOIA leadership suggested that courses such as the technical parade, some technical police lectures and code of conduct could be implemented by Afghan Trainers
- **Extract of recommendations from female police women attending the PWC Workshops**
 - There was a need for more female police training to have better understanding of the rule of law and other concerned regulations of the MOIA
 - The ANP needed to work more on the police behavior (e.g., as opposed to being harsh toward being professional) especially when receiving people’s complaints and providing assistance and services as requested
 - The concerned authorities of the recruitments units should avoid recruiting into ANP persons with criminal records and should focus on employment of persons with more academic background
 - Police should be recruited from their own region/communities in order to better understand community’s culture, traditions and livelihoods problem. Such approach would enable better networking within the communities
 - ANP should not misuse the power in favor of their personal interest or any other interest which are not in accordance with the police rules and regulations in performing their tasks and duties.
 - The leadership of the ANP should be honest, professional, and faithful and results oriented and lead per the requirements of the policing standards.
 - Basic literacy courses for female police officers are required. UNFPA, GIZ, UNESCO need to implement more literacy trainings and reach police women who did not have chance to go through such trainings.
- **(Small) extract of survey results in relation to women security and gender responsive policing**

Compared to man, women experienced greater insecurities due to the use of alcohol, narcotics and family violence.

In response to the question, “*why do you think security for women is deteriorated in your areas*”? Out of the total amount of responses, 26.8% touched on political instability, 22.6% on limited presence and incapacity of security forces, 14.4% highlighted presence of anti-government groups, 13.2% emphasized on consumption of drugs and alcohol. Moreover, 10% of the responses’ focus were family disputes and 5.4% on suicide attacks as the major cases of security deterioration for women.

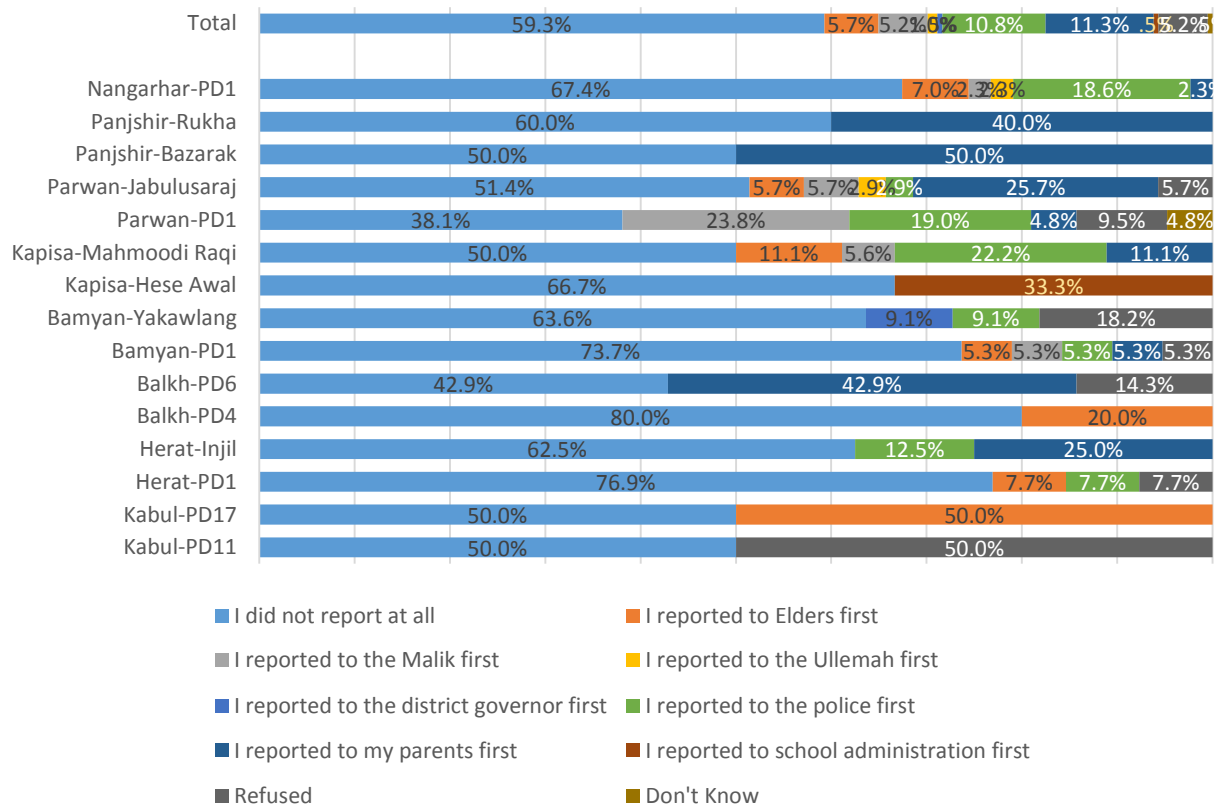
The reasons for Women insecurity



Respondent preference in reporting cases of violence:

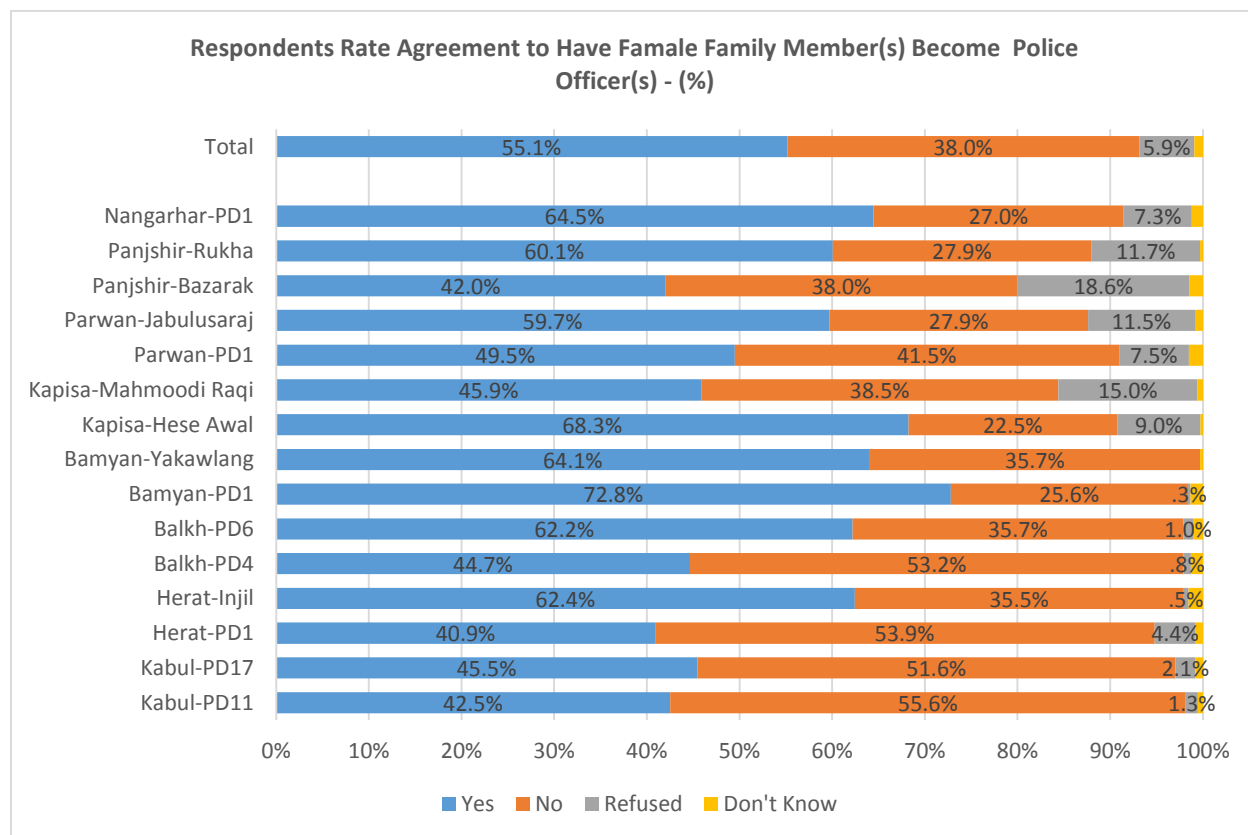
In attempts to prevent or to reduce types of violence such as domestic violence to-date, the Afghan government has produced various laws and regulation. However, the domestic violence seems to be institutionalized within Afghan community. People consider it as internal issues within their families, and therefore they prefer not to report it to outsiders. The survey report shows that majority (59.3%) of the victims who faced domestic violence have never reported to others. However, around one-tenth (10.8%) of the respondents reported cases of domestic violence to the police and 11.3% of the respondents reported the case to their parents.

Respondent preference in reporting cases of violence (%)



Respondent rate of agreement to have female family members (s) become police officers:

When respondents were asked whether they agree if someone from their female members want to become police officer; majority (55.1%) or 3112 respondents of both male and female agreed and said they have no problem if one or some of their female family members become police officers. While 38% or 2145 respondents said that they do not agree. While analysing the data to find respondents level of agreement in this regard at the district level, in PD1 of Bamyan around two- third (72.8%), in Kapisa PD1, 68.3%, In Yakawlang, 64.1% and in Injil district 62.4 % and PD6 of Balkh 62.2% respondents agreed to have their family members become police officers. Similarly, in Jabalusraraj district 59.7% respondents agreed when they replied to the question. By the same token, in PD 1 of Nangarhar 64.5% respondents agreed to encourage their family members to join the police. Contrary, in the districts of Kabul, PD1 of Herat and PD4 in Balkh are the only areas where majority (more than 50%) of Respondents did not agree if some female member of their family want to become police officer.



- ### Gender mainstreaming and gender results

Finally, previous bi-monthly reports set out three issue areas for further analysis and discussion in relation to gender. These included the need to prioritise gender goals for the new LOTFA given their complexity and scope; the need for a stronger focus on gender disaggregated data; and issues in

relation to the cross-cutting nature of gender. Through the new LOTFA design, all issues have been addressed except for the cross-cutting nature issue (see chapter V on challenges and issues).

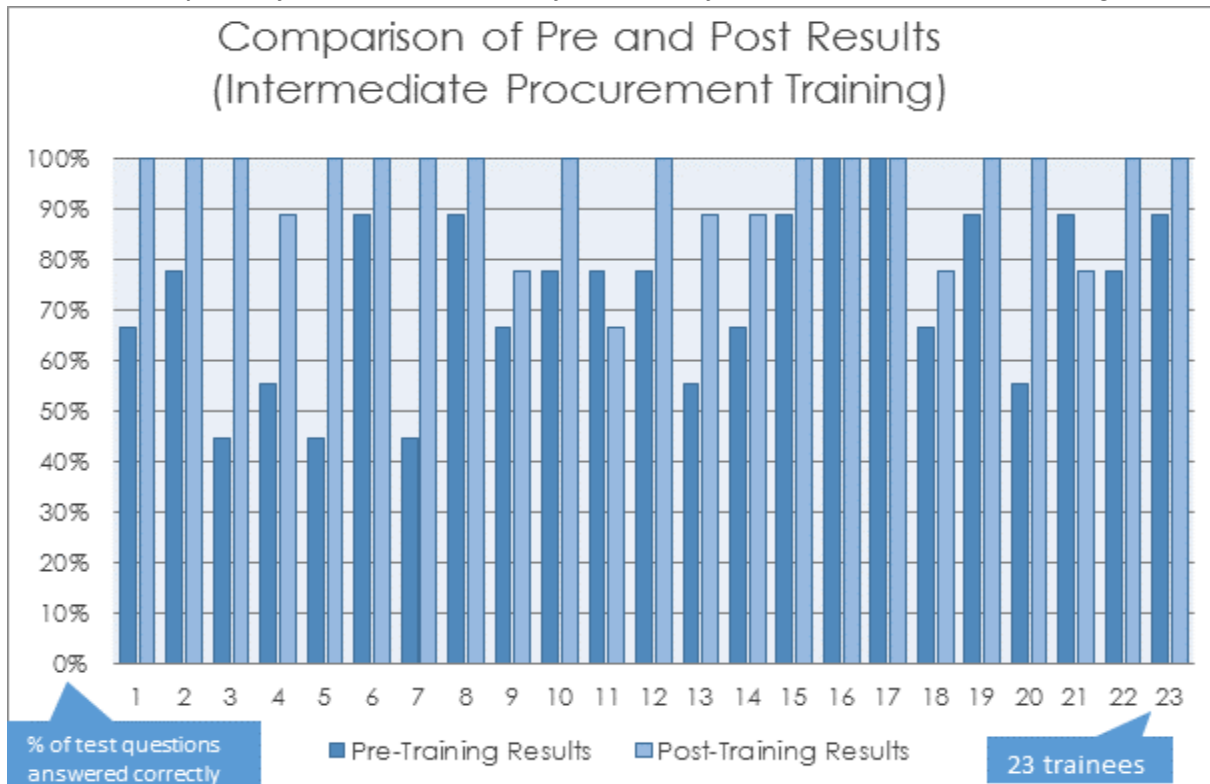
The planning process for the new LOTFA design was thorough ensuring that gender priorities set in the new Project are reasonably realistic, and jointly discussed and agreed upon. At the same time, all Project interventions include a mainstreamed attention to gender which has been made concrete through including dedicated indicators and means of verification in the M&E framework. The latter also addresses the issue of gender disaggregated data collection. For instance, out of 26 indicators for the MPD Project 6 indicators are fully gender specific and 9 are gender disaggregated. Out of the 21 indicators for the SPM Project, 9 are gender disaggregated. Furthermore gender, human rights and anti-corruption indicators are integrated in baseline assessments such as the annual MOIA institutional maturity self-assessment supported by LOTFA, and the MOIA self-assessment of current training provision and trainer capacity (to be finalized in the first phase of the MPD Project).

IV. Monitoring and Evaluation

In the reporting period, the LOTFA M&E Unit conducted one field monitoring visit to the Kabul Provincial Police Headquarters (PPHQ), to collect feedback on the payroll system from the PPHQ finance officer and human resources officers. 10 ANP officers were also asked for their satisfaction with the payroll process and human resource records were reviewed. Apart from some complaints on delays in salaries, all feedback of those interviewed was satisfactory. However, when reviewing the human resource records the M&E team discovered that the human resource officers did not record sick and annual leave in the dedicated attendance sheet columns. This finding has been communicated to the respective human resource officers and also to LOTFA Pillar I and MOIA. LOTFA will do a spot check in the future to see if this glitch has been addressed.

In addition, the M&E Unit did a spot check, assessing whether the LOTFA Pillar-provided standard procurement training at the sub-national level has affected the level of knowledge of training participants. The spot check was conducted among 23 logistics and procurement officials of Nangarhar, Kunar, Laghman and Nooristan provinces that participated in the training sessions. All 23 trainees conducted a pre-training test and a post-training test on procurement knowledge. 87% of the participants answered more than 50% of the pre-test questions correctly. 100% of participants answered more than 50% of the post-test questions correctly (see table below).

Comparison of Pre- and Post-Test Results from trainees of the Intermediate Procurement Training.



Trainees were also asked to rate the quality of the training overall on a scale from Very poor to Excellent. 78% of trainees rated the training as Excellent, 9% rated the training as Good and 13% did not fill out the evaluation sheet.

V. Summary of Challenges and Issues:

Many challenges and issues reported upon in previous reports have been resolved under *Akheri* or have been addressed in the design of the new LOTFA. However, some broad challenges and issues continued to hamper implementation of *Akheri* and will likely continue to challenge implementation of the new LOTFA projects. They are summarized below. The risk matrix in annex two provides the status as of 30 June 2014 for more specific activity implementation risks. UNDP monitors both the challenges and the risks, and will continue to bring these to the attention of stakeholders in the TWGs and other fora.

- Due to its nature, payroll transition will continue to be hindered by numerous challenges. These will continuously be reported upon in donor reports and discussed in TWGs to identify joint solutions and keep donors updated so they can intervene where needed under their shared responsibility as members of the Project Board. Among the biggest challenges to date (see also chapter II on Pillar I), seems to be the lack of access from the MA to AHRIMS. MA access to AHRIMS will enable the MA to verify the accuracy of the data in the slotted *Tashkeel* in AHRIMS and will ensure better monitoring of payments. However, the position of the MOIA is that the data is sensitive and an outside, commercial entity such as the MA should not be permitted access.

- Another challenge that remains un-resolved is the ‘whole of government nature’ of many issues faced by the MOIA. For example, MOIA financial management is an integral part of the Ministry of Finance (MOF) road map for public financial management; police pensions cannot be managed successfully without the involvement of the MOLSAMD, which holds the pension fund; corruption is an entrenched problem that needs to be addressed through a variety of institutions; and, for ANP to be effective in addressing crime and enforcing the rule of law, it must work closely with a broader range of institutions in particular the justice and human rights institutions, including specialized entities to address violence against women and children. Also and as noted in TWG deliberations on the new LOTFA design, activities such as the District Safety and Security Committees need to be embedded in the sub-national governance structures and linked to both the customary and formal justice structures such as the Provincial Justice Coordination Mechanisms. However, LOTFA funding and governance structures are confined to MOIA. As such many of these issues are outside LOTFA control and should be addressed differently. UNDP will continue advocating for solutions including through suggesting linkages its other Projects. These linkages will however need to be approved by MOIA and donors and politically supported by other GIROA institutions.
- LOTFA is a nationally owned, on-budget and multi-donor project. The advantages of such approach outweigh the disadvantages. However, it also means that changes in political direction and guidance from both the Government as well as donor community directly affect LOTFA implementation. Experience learns that given the political nature of LOTFA this requires UNDP to strike a much more challenging balance than in other Projects between devoting resources to work plan implementation and strategic political discussions and information sharing. The new Projects have a solid design and strong political support. Also the staffing structure and reporting lines in the UNDP Country Office and in the Projects have been adjusted, with the Country Office providing a much stronger support to the political strategic dialogues. However, intensive political dialogue and project revisions will likely continue due to the further consolidation of the initiated security sector reform processes. This will continue to lead to overloaded ‘peak times’ for staff in which less attention can be paid to technical implementation.
- At the technical level, MOIA generally faces a high staff turnover (rotations to other posts or geographical locations, high attrition rate, resignations etc.). This poses challenges in capacity development with LOTFA continuously re-training and re-educating new MOIA staff on in particular payroll and police professionalization issues. As a mitigation measure the new Project has a strong capacity development strategy focusing strongly on institutional structures and processes and nationally led staff development. However, ultimately the work comes from the MOIA staff.
- LOTFA *Akheri* activities and the design of the new LOTFA Projects benefited greatly from previous work done in the sector and lessons learned including by international partners. However, it remains challenging to collect all existing knowledge and documentation. Some lessons or work done have never been documented and/or partners have restricted the documentation from being shared. Finally, apart from studies and assessments that are directly conducted with MOIA, there are often no indications as to whether the identified lessons learned and recommendations are embraced and endorsed by the national institutions. UNDP documents are public and are being widely shared upon MOIA approval. It would be highly beneficial if MOIA and the international community as a whole put more effort in collecting, storing and sharing research and information in a repository that is publicly accessible.

VI. Financial implementation status

As of 30 June 2015, LOTFA Akheri Inception Phase has operationally closed meaning no new activities will be initiated after 30 June 2015. Any remaining, prioritized activities were moved forward into the new LOTFA successor projects. The average delivery rate based on the approved six month budget for the period January to April 2015 currently stands at 79%; however, the expenditure as of 30 June 2015 is provisional and will continue to be reported upon up to financial closure.

The final implementation rate of 79% shows an increase in delivery from 13% in February 2015 and 52% in April. While financial delivery of payroll is constituency high due to salary payments, the level of financial delivery for activities carried out in pillars II, III and IV averages 35%. Pillar I delivery is generally high due to the recurrent police salary payments. The Pillar I delivery currently stands at 82% versus 55% delivery during the last reporting period and 14% delivery during the first reporting period. The delivery rates for Pillar II, III and IV are 25%, 22% and 49% respectively, versus an average rate of 13%, 3% and 25% during the last reporting period

The lower than expected delivery results from a number of factors including activities postponed until the new LOTFA projects were to be rolled out; expenses yet to recorded and in some instances intended activities were carried out but under revised arrangements. For example, Pillar II combined consultancies enabling the same deliverables to be delivered but with less funding and required time to development the technical Terms of Reference and move through the procurement process. Many of the actual work begin mid- to late-term. Construction activities valued at US\$4.5 million, had the lowest delivery rate at 10%, because the construction activities were put on hold until the completion of a structural integrity assessment which was only completed in May when construction was able to resume.

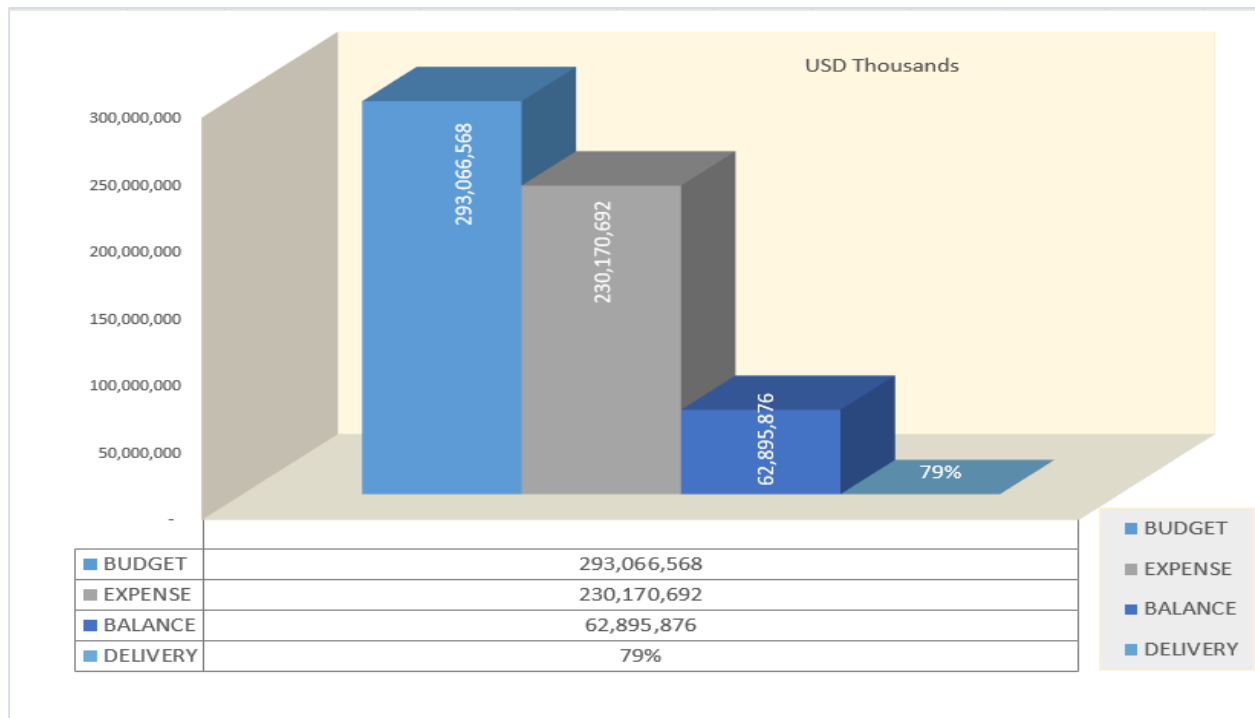
Procurement delays are expected to decrease under the new restructured LOTA funded projects where it has been clearly agreed that LOTFA is nationally implemented but that procurement will be delegated fully to UNDP. This will be the case until MOIA fulfils the capacity criteria set by the UN corporate Harmonized Approach to Cash Transfers (HACT) assessment¹⁷ as directed by the UNDP Executive Board.

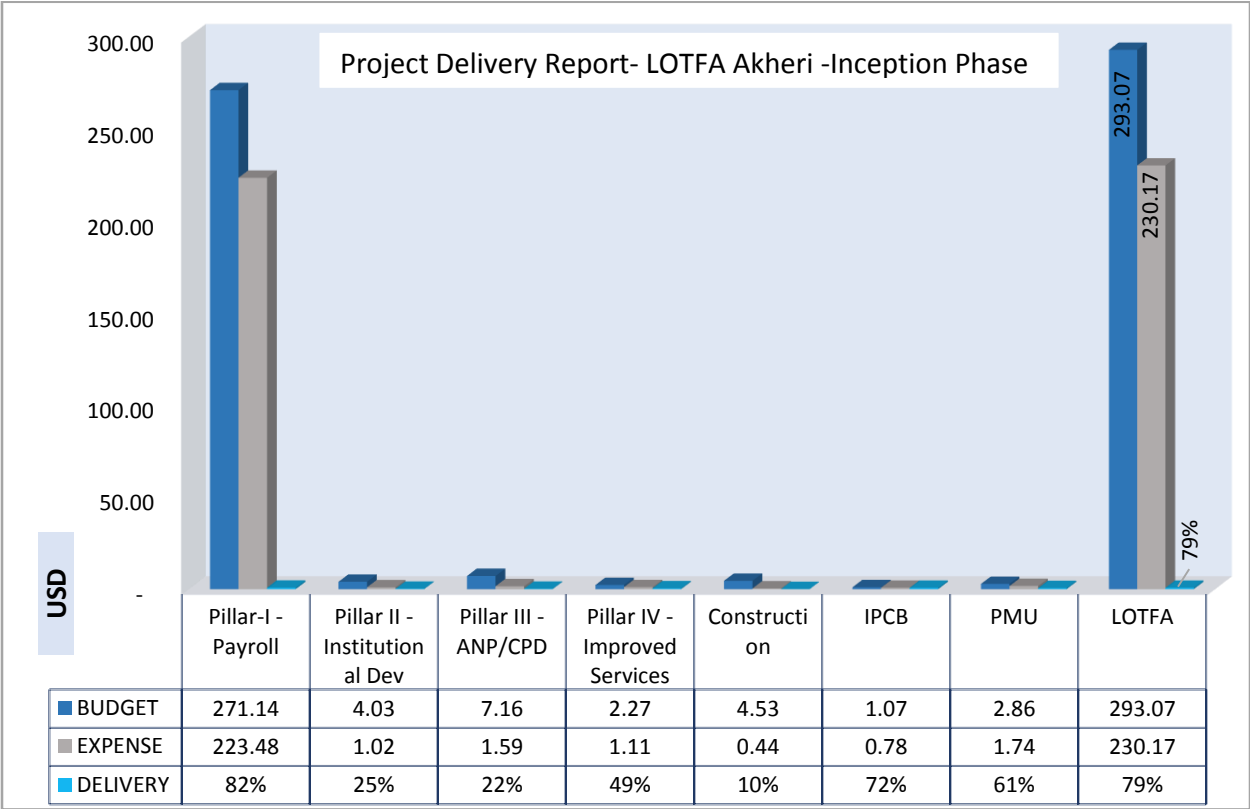
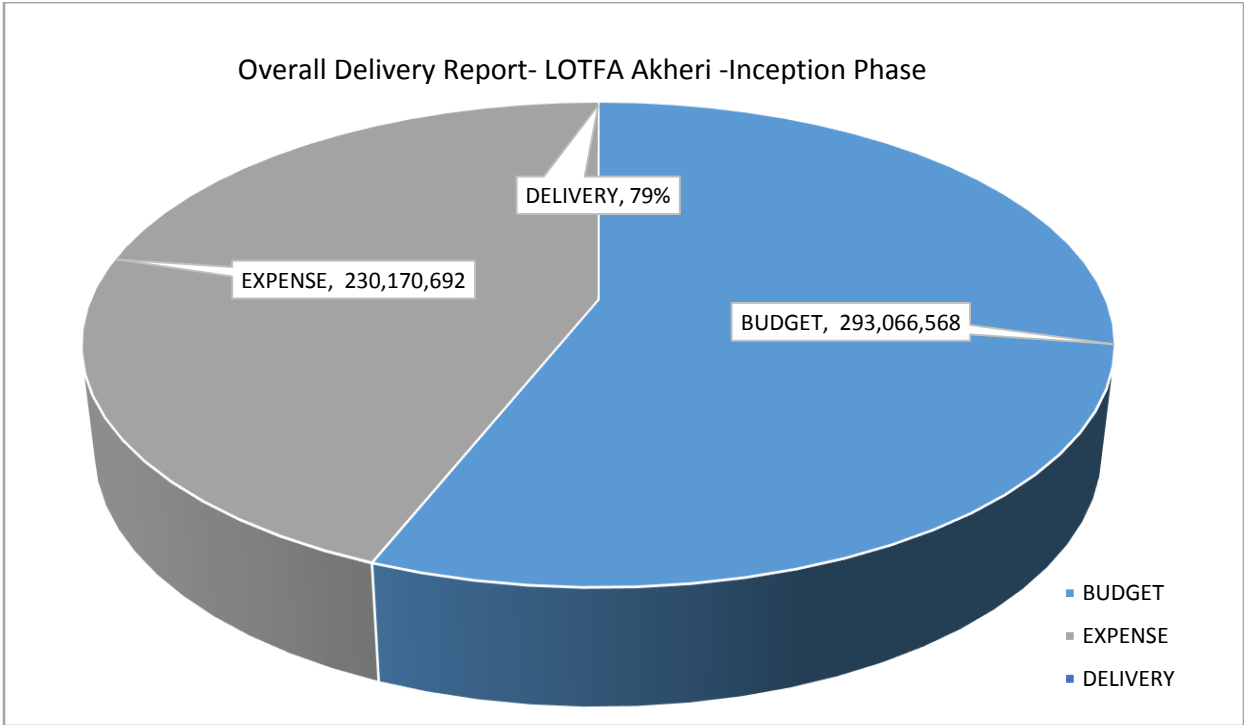
It demonstrates that following the period of preparatory work for these Pillars, implementation took off during the second reporting period and has continued during the third reporting period. The new LOTFA organically builds on *Akheri* activities but with much stronger national ownership, key team leaders have been put in place during LOTFA *Akheri* and staff capacity will be further strengthened through the new LOTFA design. With these improvements it is expected that the financial implementation rate will continue at this level or increase during the first phase of the new LOTFA. The financial table below demonstrates the detailed Project delivery reports. The following explanatory notes need to be taken into account when analysing the report:

¹⁷ Such as the HACT: Harmonized Approach to Cash Transfers (formulated by the United Nations Development Group, UNDG)

- The report provides interim financial figures. These are not certified figures and will be adjusted upon financial closure of LOTFA Akheri.
- The total expenditure amount does not include 4% General Management Support (GMS).
- The financial report accounts for financial implementation of activities funded by LOTFA donors. Activities not funded by LOTFA donors but contributing to LOTFA such as UNDP country office senior management and staff capacity required to participate and facilitate LOTFA TWG and other meetings, support Project design and conduct quality assurance and oversight come from either the 4% GMS or UNDP’s core resources and are not included in the financial overview.

LOTFA VII Overall Delivery (USD Thousands), Jan-June 2015





Annex 1: Detailed progress matrix

Annex 2: Risk matrix