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LAW AND ORDER TRUST FUND FOR AFGHANISTAN (LOTFA)

SUPPORT TO PAYROLL MANAGEMENT and MOIA AND POLICE DEVELOPMENT Projects

**January – March 2016
QUARTERLY PROGRESS REPORT**



June, 2016

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PROJECT INFORMATION

Project ID:	SPM (95495, 95840, 95844, 95849, 95846, 95848) MPD (95736, 95850, 95854, 95853, 95856, 95857, 95858, 95859)
Duration:	1 July 2015 – 31 December 2016
Contributing to NPP:	NPP1 Afghan Peace and Reintegration NPP5 Law and Justice for All
CPAP Outcome:	Trust in and access to fair, effective and accountable rule of law services is increased in accordance with applicable international human rights standards and the government's legal obligations.
UNDP Strategic Plan Component:	Outcome 3: Countries have strengthened institutions to progressively deliver universal access to basic services (including rule of law (justice and security) services, health, education, water, sanitation, electricity, transport)
Total Budget:	US\$ 883,561,564
Annual Budget:	US\$ 300,772,662
Implementing Partner:	Ministry of Interior Affairs (MOIA)
Responsible Parties:	United Nations Development Programme (UNDP)
Project Manager:	Mr. Sainey Ceesay, Support to Payroll Management (SPM) Mr. Stephen Moore, MOIA and Police Development (MPD)
Chief Technical Advisor:	Mr. Ross Worthington, Institutional Development component, MPD Mr. Amod Gurung, Police Professionalization component, MPD
Head of ROL Programme Unit:	Ms. Dawn Del Rio
Responsible Senior Deputy Country Director:	Mr. Jocelyn Mason

Cover photo: Mural of female police officer, produced by Artlords (UNDP, January 2016)

ACRONYMS

ABP	Afghan Border Police
AFMIS	Afghan Financial Management Information System
AHRIMS	Afghanistan Human Resource Information Management System
ANP	Afghan National Police
APPS	Afghan Personnel and Pay System
AUP/AUCP	Afghan Uniform Police/Afghan Uniform Civilian Police
CEDAW	Convention to Eliminate All Forms Discrimination Against Women
CPD	Central Prisons Department
CSO	Civil Society Organization
CSTC-A	Combined Security Transition Command-Afghanistan
DM	Deputy Minister
DMPS	Deputy Minister for Policy & Strategy
DSSS	District Safety and Security Survey
EFT	Electronic Fund Transfer
EVAW	Elimination of Violence Against Women (EVAW)
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 for Prison and Detention Centres
GIROA	Government of the Islamic Republic of Afghanistan
GPPT	German Police Project Team
HR	Human Resources
ISAF	International Security Assistance Force
LOTFA	Law and Order Trust Fund for Afghanistan
MA	Monitoring Agent
MIS	Management Information System
MOF	Ministry of Finance
MOIA	Ministry of Interior Affairs
MOU	Memorandum of Understanding
OD	Operational Directives
PeMD	Police e-Mardumi Directorate
PFO	Provincial Financial Officer
PMU	Programme Management Unit
PPHQ	Provincial Police Headquarters
QA/QC	Quality Assurance/Quality Control
SOP	Standard Operating Procedures
SPTC-A	Sivas Police Training Center of Afghanistan
TWG	Technical Working Group
TOR	Terms of Reference
WEPS	Web-based Electronic Payroll System

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I. EXECUTIVE SUMMARY

BACKGROUND:

In April 2015, the Government of the Islamic Republic of Afghanistan (GIROA), UNDP and the donors supporting the Law and Order Trust Fund for Afghanistan (LOTFA) received H.E. President Ghani's approval to proceed with the restructuring of LOTFA and the development of a new programme document that included the design of a LOTFA Transition Plan to succeed the LOTFA *Akheri* beginning 1 July 2015. The LOTFA transition would ensure the full handover of the payroll functions to the GIROA and to develop national capacity for its effective, efficient and accountable management. They agreed on a three-phased, conditions-based transition period from July 2015 to December 2016, with clear targets and deliverables for each phase.

LOTFA finances two projects, namely, the Support to Payroll Management (SPM) project which focuses on supporting MOIA payroll management and transition by December 2016; and the Ministry of Interior Affairs (MOIA) and Police Development (MPD) project, which focuses on developing national capacity for self-sustained reform and improvement of the MOIA as an institution, as well as police professionalization.

After completion of Phase I (July-December 2015), LOTFA has initiated implementation of Phase II (January-June 2016) for the hand-over of payroll management responsibilities from LOTFA SPM to the MOIA. Progress on SPM targets for Q1 2016 are considered to be "on-track." A senior technical meeting was held on 23 February to review Phase I and Phase II progress.

During Q1, the phasing-out of National Technical Advisors (NTA) within LOTFA was completed by March 2016. In parallel, UNDP supported the MOIA in developing a proposal for introducing 125 mid-level technical civilians onto Tashkeel, using the CBR mechanism. The proposal includes 33 positions for the MOIA Payroll Unit. This proposal has been presented to donors and vetted by UNDP.

The LOTFA Oversight sub-Committee initiated its work in 2016, and held its two first meetings in Q1. The work commenced with a review of the status of implementation of outstanding LOTFA audit recommendations.

SUPPORT TO PAYROLL MANAGEMENT: KEY ACHIEVEMENTS AND PROGRESS

The SPM project primarily focuses on developing the required capacity for MOIA to independently manage all payroll related operations and functions. This includes ensuring an enabling policy environment for the Afghan National Police (ANP) and General Directorate of Prisons and Detention Centers (GDPDC). The SPM project is developing capacity for

independent payroll management within the MOIA, which will ensure the full transition of all existing LOTFA payroll capabilities to the MOIA by December 2016. Results at the end of Q1 2016 indicate that the SPM project is largely on track to achieve this goal.

The following summarizes progress towards results at the output level.

MOIA Policy development and implementation (Output 1)

The SPM project is on-track to meet the targets for December 2016. By the end of March 2016, the SPM project finalized the Terms of References (TORs) and operational guidelines for the Pay and Compensation Board ("Pay Board"). Donors nominated three representatives to the Pay Board. The Board is expected be fully constituted and functional in Q2.

The MOIA is working on the review of the legislative, policy and regulatory frameworks and business processes to support functional MOIA payroll management. By the end of Q1, the MOIA had completed the review of the Finance, including mobile banking, and Personnel policies, including appointment and recruitment, the ID card, leave and performance evaluation. The MOIA has allowed additional time for further amendments to these policies, before their formal approval. The Internal Control Policy is still pending. The SPM staff continue to provide technical support to the MOIA Policy Review Team.

Key concerns are the delay in the submission and finalization of Monitoring Agent reports of 2015 by the contractor Moore Stephens. The SPM project and the Country Office Rule of Law and Human Security Unit (ROLHS) have raised this issue to UNDP management and Moore Stephens to try to resolve the delays and also minimize the impact of the delays on the 2016 MA reporting timelines. The Monitoring Agent agreed that they would observe the established timelines closely going forward. The SPM project continues to monitor the quality and delivery of the MA closely. Also, by end of March 2016, the government was yet to appoint their representatives to the Pay and Compensation Board.

Capacity building for payroll management (Output 2)

The SPM project developed the draft Payroll Unit Plan. The proposal has been shared with MOIA, CSTC-A, and the Pay and Budget TWG for preliminary feedback. Additional consultative meetings with donors and the MOIA will take place in Q2. The draft plan details the proposed structures at both national and provincial levels, human resource arrangements, as well as the payroll business processes. The Payroll Unit Capacity Development plan accompanies the Payroll Unit Plan, which details the SPM capacity development support towards implementation of the Payroll Plan.

Systems integration (Output 3)

The main focus of the SPM project under this Output has been to support 'data cleansing,' ensuring that correct and rectified data are migrated to the Afghan Personnel and Pay System (APPS). By the end of March 2016, approximately 26,195 identification (ID) records had been

rectified within the Web-based Electronic Payroll System (WEPS) database. However, constraints such as lack of access to AHRIMS data which is the source for valid ID cards, lack of ID cards held by patrolmen and inadequate support from Provincial Financial Officers (PFOs) are causing delays in the data cleansing process.

As part of efforts to strengthen the internal control system, the SPM project has completed the design of the digital M16, which eliminates manual entry of data into the M16 form; thereby improving the transparency, accountability and auditability of the payment transactions and reducing ineligibilities. The M16 has been rolled-out to all the 34 provinces in Q1.

By March 2016, the SPM project had expanded WEPS to 34 provinces. Electronic Fund Transfer (EFT) coverage increased from 86% at the end of 2015 to 87% in Q1.

Systems infrastructure development (Output 4)

Progress continues to be hampered by the delay of the MOIA in confirming the Disaster Resilience and Recovery (DRR) site. The MOIA indicated that the present MOIA compound would be the alternate DRR site, following the MOIA's relocation to its new building.

Funds transfer to MOF for police pay (Output 5)

The SPM project disbursed funds to the MOF, in accordance with the established MOIA processes for salary and incentive payments for ANP and CPD officers. This was executed in compliance with the 2016 Commitment Letter which also clearly defined the payment limits for reservists. The FFFMU continues to provide financial oversight, reconciliation and donor reporting, as part of the trust fund arrangements.

The total LOTFA SPM advances transferred to MOF at the end of Q1 stood at AFN 7,462,233,031 (USD 109,158,810). The total amount of expenditures recorded in AFMIS stood at AFN 5,989,816,380 (USD 87,610,198). This gives a delivery rate of 80.3% for Q1 of 2016. Payments to reservist forces were phased-out by March 2016, following the agreement reached between MOIA, UNDP and donors that MOIA would present to donors for approval a proposal for how reservists would be moved onto Tashkeel. The MA will verify whether the MOIA has processed any further payment to reservists above the approved numbers using LOTFA funding. Ineligible expenditures related to the overpayment of reservist forces for 2015 were recovered in full from the December 2015, January and February 2016 advances.

MOIA AND POLICE DEVELOPMENT: KEY ACHIEVEMENTS AND PROGRESS

The MPD project is designed to provide capacity responses to address challenges at the enabling environment (policy frameworks), organizational (business processes and management systems) and individual (training, education, and learning) levels within the MOIA. These levels are inextricably linked to create a change in MOIA's and ANP's performances in order to fulfill their mandates.

The following summarizes progress towards results at the respective output level:

COMPONENT 1: INSTITUTIONAL DEVELOPMENT

MOIA's capacity to lead and manage reform (output 1):

Progress regarding the establishment of Change Management unit as well as discussion around its governance and structure has been limited. For the Capacity Development unit, the recruitment of four Capacity Development Officers has been finalized. Regarding the M&E system, the MPD project has developed M&E Guidelines to strengthen the implementation of M&E tools and processes. The Guidelines were reviewed and approved by the General Directorate for Monitoring & Evaluation (GD M&E) and will be shared and discussed with the MOIA leadership at a workshop to be organized in April 2016. An initial design of pre-MIS database capable of storing, analyzing and reporting against the M&E framework was demonstrated to MOIA. On the aid coordination, the General Directorate for International Cooperation (GDIC) has also requested the MPD project's technical support to develop MOIA's Aid Coordination Strategy to identify strategic objectives and directions as well as recommendations to make use of the aid coordination database as an effective tool for implementing the MOIA's Aid Coordination Strategy. To this end, a UNDP advisor on Aid Effectiveness has been identified and mobilized for a 10-day mission in April 2016 to provide support and guidance in this area.

MOIA administrative and police support services (output 2):

Regarding the Business Process Re-engineering (BPR) and Information and Communication Technology (ICT)/Management Information Systems (MIS)/Enterprise Resource Planning (ERP) development, negotiations on technical and programmatic aspects were completed in Q1 2016 and the selection process of a consulting firm to work on the assignment was finalized. Ernst and Young (E&Y) has emerged as the successful bidder of this 13-month contract, to begin work in May 2016. Following the review of MOIA's human resources policies in 2015, the MPD project has brought in an HR specialist in Q1 2016 to develop a comprehensive collection of HR/personnel policies and a unified Staff Manual for MOIA. An initial assessment on the classification and inventory of MOIA Policies was also conducted and some key recommendations have been provided to MOIA.

Furthermore, initial discussions have taken place to establish a South-South Cooperation Framework in the area of human resources development/management between the ANP and Bangladesh Police. A training needs assessment for programme budgeting was completed and extensive capacity building trainings for the relevant MOIA personnel in all of the 8 regions of Afghanistan (160 at the central level and 240 at the regional level, totaling 400 staff) are underway to ensure better identification of provincial needs/preferences in the MOIA's budget submission, planning, and budgeting. On gender mainstreaming, limited progress was made in Q1 2016. The MOIA, with support from the MPD project, marked the 2016 International Women's Day by highlighting the challenges affecting women within the MOIA/ANP and showcasing stories of courageous policewomen of Afghanistan in a half-day event attended by more than 700 MOIA/ANP personnel.

MOIA internal control and accountability (output 3):

An initial assessment of the Internal Audit Department (IAD) in the Office of the Inspector General (OIG) has been conducted. It concluded that the existing internal control framework has weaknesses that have or are likely to have a significant impact upon the achievement of the Ministry's key system, function or process objectives. Recommendations were also discussed and agreed with the OIG and form part of the MPD's interventions to improve IAD's capacity to conduct internal audits. On the complaints mechanisms, the work to map MOIA's nine complaint "touch points" is 50% complete. In order to develop the procedures and guidelines for a more complete complaints process, the mapping of processes and procedures (formal and informal) currently being used by the different Directorates and Departments in MOIA needs to be compiled and compared to identify all the gaps and assess for their adequacy, particularly regarding procedures for case registration/categorization, and case management process and system.

COMPONENT 2: POLICE PROFESSIONALIZATION

MOIA police legislative, regulatory and policy framework (output 1):

Following the identification of key priority areas for Police legislative reform, a national consultative workshop was organized on 30-31 January 2016 and the following gaps and issues in the legislative framework were identified: i) Police being considered as a part of military force; ii) the Police law and Police Inherent law lack in-depth and precision in defining policing principles; iii) the current legislative framework has many discretionary provisions which leave police prone to ad-hoc decision-making and vague interpretations; and iv) the Police legislative framework lacks coherence vis-à-vis other relevant state laws of Afghanistan. As part of the participatory legislative reform process, the MPD project conducted the first of six regional consultation workshops in Jalalabad, Nangarhar province from 12 to 14 March 2016. The consultation touched upon many aspects of the Police law and Police Inherent law, including Police's mandate and authority, gender aspects (discrimination, unfair treatment and harassment by their male colleagues, inappropriate facilities, safety, and transportation issues), delegation of power to provinces and imbalances of resource allocations, qualifications and skills of police, promotion and career development, remuneration and incentives.

MOIA training and leadership development (output 2):

To understand the MOIA's training capacity and needs, an expert's review has been conducted and a set of strategic recommendations provided to MOIA. The assessment underscores the importance of developing an Institutional Manual detailing the police service and expected behavior standards. The ANP training programs should be developed and assessed based on these standards. Following the submission of a programme package for Master of Police Education to the MOIA leadership, the MPD project has now received the endorsement from the Acting Minister together with the assignment of General Abdul Hadi Khalid, Senior Advisor to the Minister, to lead the implementation. On the Sivas training programme, MOIA has agreed for UNDP MPD project to play a greater role in recruiting, designing and implementing the programme as well as conducting follow-up programmes and impact assessments to ensure

appropriate placement and utilization of their skills after the graduation. The new Sivas training proposal for additional 250 new female cadets was developed and approved by the Embassy of Japan.

MOIA community partnership approaches (output 3):

This output supports efforts that are already in place to enhance collaborative approaches on community safety and security with community stakeholders. It focuses on the expansion and strengthening of selected key initiatives, including expansion of Police-e-Mardumi, functionality improvement of Police Women Councils (PWCs), expansion of police information desks, renovation of 119 call centers, expansion of District Safety and Security Surveys, and functionality improvement of Family Response Units (FRUs). Preparations for the expansion of these key initiatives are well underway. The MOIA's intent to make the police more community oriented has been supported by strong statements by political leaders. The MOIA, with support from the MPD project, organized a two-day national conference on community policing. The event was opened by the Chief Executive of the National Unity Government, Dr. Abdullah Abdullah, Senior Deputy Minister for Security and Acting Minister of Interior Affairs. A joint Declaration for the community oriented policing to be the fundamental approach of policing in Afghanistan was signed following the conclusion of the conference. The Declaration will help pave the way for the expansion of Police-e Mardumi units and Police and Community Partnership Committees in the targeted provinces for 2016 and beyond. Following the launch of the findings of the DSSS by the Minister in November 2015, the MPD project organized seven provincial launches in Parwan, Panjshir, Kapisa, Bاميان, Balkh, Herat, and Nangarhar to share the survey findings and facilitated discussions on how the District police could use the survey findings to develop joint action plans between police and communities. Criteria to assess functionality of Police-e-Mardumi units, PWCs, and FRUs have been developed to help establish baselines and areas for future improvement.

COMPONENT 3: PROJECT MANAGEMENT SUPPORT

Construction work carried over from LOTFA Akheri (output 2)

Following the decision to resume the DM Support Building construction in late 2015, UNDP has been monitoring the work closely with the contractor and the MOIA Facilities Department, but limited progress is witnessed due to the cold climate and the delay by the MOIA Procurement Department to finalize the approval of the second contract amendment for the constructor. The Ministry of Urban Development has issued a Ministerial order requesting all construction work in Kabul to be halted from 31 January to 3 March 2016 due to the cold weather which could compromise the quality of concrete work. Furthermore, the Procurement Department of MOIA has not finalized the contract amendment for the constructor, causing payment delays and inability for the company to operate at its full capacity.

With these factors affecting the progress, a new no-cost extension request to 31 December 2016 has been submitted to the Embassy of Japan, pending approval. Taking into account the additional work recommended by the recent engineering assessment, the completion rate of the construction work now stands at 71%.

PHASE TWO: PROGRESS SUMMARY (as per March 2016)

This report provides a progress update (as per March 2016) against Phase II targets at the output level under both SPM and MPD projects. The following table provides an executive overview of the status of implementation of Outputs:

Outputs:	On-track	Off-track
<i>Support to Payroll Management (SPM) Project</i>		
Output 1: MOIA policy development and implementation	✓	
Output 2: Capacity building for payroll management	✓	
Output 3: Systems integration	✓	
Output 4: Systems Infrastructure development		✓
Output 5: Funds transfer to MOF for police pay	✓	
Output 6: Project management support	✓	
<i>MOIA and Police Development (MPD) Project: Institutional Development component</i>		
Output 1: MOIA capacity to lead and manage reform	✓	
Output 2: MOIA administrative and police support services	✓	
Output 3: MOIA internal control and accountability	✓	
<i>MOIA and Police Development (MPD) Project: Police Professionalization component</i>		
Output 1: MOIA police legislative, regulatory and policy framework		✓
Output 2: MOIA training and leadership development		✓
Output 3: MOIA community partnership approaches	✓	
<i>MOIA and Police Development (MPD) Project: Project Management Support</i>		
Output 1: Project management support	✓	
Output 2: Construction		✓

GENDER SPECIFIC PROGRESS:

LOTFA is making investments to strengthen its efforts to mainstream gender within the work of both SPM and MPD projects. A gender mapping exercise was carried out to identify potential areas for this. The other initiative is to ensure that PFOs supply gender-disaggregated data to be entered into WEPS.

To support the implementation of MOIA's Ten-Year Vision for the ANP, LOTFA has adopted a two-pronged strategy: 1) 'advancement of enabling organizational culture and capacity to change discriminatory attitudes of police personnel and to improve the organizational capacity of the MOIA/ANP to fulfill and perform its functions in light of its gender responsibilities and obligations'; and 2) 'advancement of effective gender-sensitive policing services through support for women's entry into police services and capacity building of female police officers to carry out their respective roles and responsibilities.'

The gender specific results include: i) effective continuation of technical support on legal and policy review to ensure that the gender perspective is mainstreamed, ii) approval of the new Sivas training proposal for additional 250 new female cadets, iii) Submission of the Action Plan for the Police Women Councils to the Women's Affairs, Human Rights and Child Rights General Directorate for endorsement, iv) mapping of processes and procedures with a strong gender

lens of the nine MOIA complaints 'touch points' is 50% complete, and v) the 2016 International Women's Day was marked by highlighting the challenges affecting women within the MOIA/ANP and showcasing stories of courageous policewomen of Afghanistan in a half-day event attended by more than 700 MOIA/ANP personnel.

PARTNERSHIPS:

Recent changes in MOIA Senior Leadership resulted in new working relation between the MOIA and LOTFA on key project output areas, at both political and technical levels for coordinating the implementation of key project activities. The MOIA appointed the Deputy Minister (DM) for Policy and Strategy to be the National Director for LOTFA and focal point for LOTFA project implementation and strategic guidance.

The project collaborated extensively with MOIA and CSTC-A in the process of designing the Payroll Unit Plan. A number of consultations have taken place with MOIA at both the political and technical levels. The project has also engaged strongly with CSTC-A as it is determining the staffing needs of the Payroll Unit to accommodate both the WEPS and APPS transitions. Since the beginning of the year, UNDP and MOIA have collaborated in development of a proposal in support of the civilianization process in the MOIA. This proposal is also being developed in close consultation with all stakeholders supporting civilianization in MOIA and providing technical assistances to the Ministry. The proposal will assess the overall technical assistance provided to MOIA and the gaps that exists in the core mid-level functions of the ministry. The SPM has also engaged with MOIA and the donors in setting up the Pay Compensation Board. The Pay Board is expected to be functional in Q2.

Overall, at the strategic level, the Donor Conditions Document, endorsed by the President on 21 November 2015, provides the overarching partnership framework agreed between the partners for the full transition of all payroll management functions to MOIA.

The MPD project has continued to develop and strengthen the partnerships with the MOIA as well as with other key stakeholders, including international partners, donors, and academic institutions, law enforcement agencies in the region, and local authorities and communities. More specifically, the MPD project is working closely with EUPOL to establish working procedures for transitioning in light of its drawdown. Areas that EUPOL focus and require further international support to engage with the MOIA include community policing, female police, international coordination and police-prosecutor coordination and in aspects of Human Rights.

ISSUES AND RISKS:

The following issues and risks are highlighted for the SPM and MPD projects during Q1. For the SPM project the following key issues are identified: i) The delay in the submission and finalization of MA 2015 reports by the contracted MA (Moore Stephens) is a key concern to both UNDP and donors, as this could negatively impact on the timely resolution of pending 2015 findings during 2016; ii) The pending confirmation by the MOIA of the Disaster Recovery and Resilience (DRR) site is halting the implementation of the DRR plan; iii) Access to AHRIMS data

for the MA has been outstanding since 2015. Of late there have been some positive discussions between SPM, MOIA and CSTC-A on this issue. This access will be key to setting up the Payroll unit, as this will allow for real time data verification, thereby greatly improving data accuracy for performing payroll tasks.

For the SPM project, security remains a high risk for the impact this has on the payroll and payment process. For example, MOIA has cited security as the main challenge that has caused the very slow pilot mobile banking registration process for the three provinces, Helmand, Paktika and Kandahar. Due to security, the MOIA states that it is not able to issue ID cards to all police forces. This has affected the data cleansing process. The security situation has also continued to impact negatively on the ability of UNDP to attract qualified international experts for the project, due to concerns about the work environment. Another relevant risk has been the ability of the MOIA to identify qualified staff for the MOIA Payroll Unit. There has been no significant change to this risk. The MOIA has difficulty in identifying personnel with the required knowledge, skills, and abilities for tailored payroll training. As a mitigating measure, the model for the MOIA Payroll Unit foresees in the current SPM staff moving to the MOIA and being placed on Tashkeel under the CBR model.

The MPD project also faced with some issues and risks. Specific issues in this reporting period include i) lack of Tashkeel approval for key units to help the MOIA lead and manage reform; ii) weak practical implementation to move forward the 1395 Gender Workplan and other gender-related activities; iii) the BPR concept remains new to the MOIA, posing implementation challenges; and iv) a huge volume of document translation has created a bottleneck and the quality is being compromised in order to meet the demand.

For the MPD project, key risks which are highlighted for Q1 include the recent changes in MOIA Senior Leadership, which may negatively impact the implementation of key project activities as these require firm support and approval of MOIA leadership. Other key risks include the difficulty for the MOIA to increase qualified staffing with female personnel, particularly for the OIG, which affects MPD's work on strengthening the complaint mechanisms, particularly for female police officers. The risk related to the identification of appropriate local alternative/supplementary education providers (e.g., for graduate and postgraduate courses) is being addressed, for example by assisting the Training and General Command (TGC) in their discussions to establish partnerships with in-country universities.

LESSONS LEARNED:

From the implementation of the SPM project during Q1, two main lessons emerged: i) efforts to put the MOIA in the driving seat has resulted in stronger engagement and ownership of the work. Both the SPM and MPD projects have seen an increased participation of MOIA staff in the TWGs and in key processes such as the development of the Payroll Unit plan; ii) a business continuity plan needs to be in place and continuously updated. The Kunduz incident is a good example of this need.

The lessons for MPD emerging from Q1 point towards: i) a more robust results and monitoring framework has helped align the project's activities with practical and meaningful results; ii) more effective and innovative ways of communications have helped stakeholders to better understand the nature of MPD work; iii) need for strengthened gender-specific data; and iv) relevance of national project staff to secure stronger buy-ins from both the MOIA Management and staff.

FUTURE PLANS:

In Q2 of 2016, the SPM will focus mainly on five areas, namely: i) the finalization of the Payroll Unit plan and its implementation; ii) the launch of the Pay Board; iii) the finalization of MA reports; iv) continuation of data cleansing in preparation of APPS; and v) implementation of the DRR Plan as an urgent priority.

For the MPD project, for the Institutional Development component, the work will focus on the following four areas: i) implementation of Business Process and ICT/MIS/ERP Development; ii) implementation of Programme budgeting capacity building and training activities; iii) ongoing support to the Change Management and Capacity Development units, and the GD M&E; and iv) completion of the mapping of the internal complaints touch points, and reviewing, upgrading and applying improved internal controls and internal audit standards within the OIG.

For the Police Professionalization component, the work will focus on the following five areas: i) completion of the review of applicable legislation, regulations and policies, and the development of ANP service standards for incorporation into the ANP training curriculum and training evaluation system to improve police's professional conduct; ii) commencement of an assessment to look into the link between changing police training and evaluation approaches and how they are reflected in the Ministry's staff development and promotion decisions; iii) the finalization of the details of the Master's Programme, including the arrangements for identifying suitable candidates; iv) initiation of collaborations with relevant partners for the Future Leaders Programme; v) implementation of action plans to establish 12 Police e-Mardumi units and lead to 40% of the target Police e-Mardumi committees and 50% of new information desks being established.

PROJECT MANAGEMENT SUPPORT FOR BOTH SPM AND MPD PROJECTS:

The SPM and MPD projects have efficiently and effectively implemented its activities. By end of March 2016, UNDP had largely put in place the project teams to manage both projects. During the reporting period a total of 20 (13 for SPM and 7 for MPD) TWG meetings were held. UNDP also organized two LOTFA Oversight sub-Committee meetings (21 January and 23 March), as well as a LOTFA transition Phase I Review meeting held on 23 February 2016. In addition, various LOTFA meetings were held to review the MOIA civilianization proposal.

The project has also facilitated data collection for monitoring and reporting purposes, and project documentation for the 2015 NIM audit, for which fieldwork was conducted in March – April 2016. The project continues to upload relevant project documentation to the LOTFA

Donor Work space on Sharepoint, which facilitates information exchange between the SPM and MPD projects and LOTFA partners.

FINANCES:

The budget for SPM project, 2016 AWP is US\$564,092,739.91. Financial execution reported for this period is US\$88,981,589.01. The budget for MPD project, 2016 AWP is US\$30,687,891.31. Financial execution reported for this period is US\$972,393.44. The delivery rates for SPM and MPD projects during the period stand at 16 per cent and 3 per cent, respectively.

II. INTRODUCTION

Supporting the MOIA civilianization process through the Capacity Building for Results (CBR) mechanism:

As part of the civilianization process, currently 16 out of 71 approved positions have been recruited. This includes positions at the level of Deputy Ministers, Director Generals and Directors. Recruitment is currently ongoing for 34 Deputy Provincial Police Commander positions and 4 more Director / Deputy Director level positions (Director of IT, Deputy Inspector General, Deputy Director on Logistics and Director of Finance). The Rule of Law and Human Security Unit and MPD project have supported the MOIA on the development of a proposal to include an additional 125 mid-level technical civilian positions on Tashkeel through the CBR-mechanism. This proposal is currently being vetted by LOTFA donors that includes 33 payroll unit functions considered critical to the successful transition of payroll functions to the MOIA. Maintaining medium-term financing of these civilian positions is critical to the long-term reform of the MOIA and should be considered in any post-2016 financing.

These and future civilian positions will be recruited under the CBR-Offline mechanism between MOIA and UNDP, following the guidelines UNDP developed for the CBR Human Resources Planning, Recruitment and Management of the MOIA, as approved by H.E. Noorolhaq Olomi Ex-Minister of MOIA and UNDP, and endorsed by all LOTFA partners.

LOTFA donors remained committed to further supporting the MOIA in its civilianization process through the approval of sustained funding within the SPM 2016 Annual Work Plan (AWP). UNDP also remains committed to this important undertaking with the continued provision of its oversight role on behalf of donors to ensure the recruitment of civilians are in line with the MOIA 'off-line' CBR arrangements and follow the due process that has been established for this purpose.

The civilianization process is being supported in parallel with the drawdown of the National Technical Advisors (NTA) positions within the MOIA. LOTFA donors on 10 December 2015 informed H.E. Minister Olomi that funding for NTA positions would be discontinued in 2016, and that current positions would be phased out completely by 20 March 2016, which has been fully implemented.

Implementation of Phase II (January-June 2016):

After completion of Phase I (July-December 2015), LOTFA has initiated implementation of Phase II (January-June 2016) for the hand-over of payroll management responsibilities from LOTFA SPM to the MOIA. Progress on SPM targets for Q1 2016 are considered to be "on-track."

MOIA, MOF, UNDP and CSTC-A held a Phase I Review meeting with donors on 23 February, to assess progress against the targets set for Phase I.

Outputs	Progress Phase II (January – June 2016), as per 31 March 2016	Status
Support to Payroll Management (SPM) Project		
Output 1: MOIA policy development and implementation	<ul style="list-style-type: none"> ✓ Comprehensive review and mapping of the existing HR, payroll and reconciliation processes completed ✓ Legal analysis of pay entitlements and deductions and recommendations presented to MOIA & TWG ✓ Completion of review of the Finance and HR policies, with support from substantive SPM assistance ✓ Finalization of TOR and operational guidelines for the LOTFA Pay and Compensation Board ("Pay Board") 	<i>On-track</i>
Output 2: Capacity building for payroll management	<ul style="list-style-type: none"> ✓ MOIA has dedicated staff to support SPM in data cleansing between EPS and AHRIMS ✓ Ongoing support to MOIA in strengthening capacities for data collection, analysis, development of payroll reports ✓ The MCA on Payroll concluded in December 2015, informs the level of capacity needs for MOIA payroll ✓ Payroll Unit Plan developed in consultation with MOIA; shared with CSTC-A and donors within TWG for further inputs ✓ Development of Payroll Unit capacity develop plan, designed to accompany implementation of Payroll Unit plan 	<i>On-track</i>
Output 3: Systems integration	<ul style="list-style-type: none"> ✓ Migrated 34 PHQs to WEPS, resulting in a 100% WEPS coverage, resulting in 100% of police supported by WEPS ✓ Digital M16 implemented and rolled-out to all 34 provinces ✓ Development of online ticketing system, improving management, traceability and auditability of complaints ✓ SPM and CSTC-A support data cleansing and reconciliation between EPS & AHRIMS; 26,195 invalid records have been rectified by end March 2016 ✓ System documentation on EPS completed; findings and recommendations shared with MOIA & TWG ✓ EFT expansion increased from 86% to 87% [between January – March 2016] ✓ Initiation of the mobile banking pilot programme in three provinces, registering 1,198 police (20.4% of target group) 	<i>On-track</i>
Output 4: Systems Infrastructure development	<ul style="list-style-type: none"> ✓ All 34 GDPDC payroll stations migrated from EPS stand-alone system to WEPS centralized system ✓ Virtual Private Network (VPN) connectivity established for CGDPDC payroll stations ✓ 98% of ANP payroll stations connected to MOIA intranet ✓ Disaster Recovery/Business Continuity Plan developed but not yet implemented 	<i>Off-track</i>
Output 5: Funds transfer to MOF for police pay	<ul style="list-style-type: none"> ✓ SPM disbursed funds to the MOF ensuring timely payment of ANP and GDPDC pay ✓ UNDP/LOTFA developed operational guidelines for MOIA regarding CBR ✓ Under the CBR arrangement, 19 positions were approved for MOIA. 16 positions have already been recruited. Recruitment is ongoing for 34 positions at the provincial level 	<i>On-track</i>
Output 6: Project management support	<ul style="list-style-type: none"> ✓ All project management staff recruited and the remaining technical positions are in progress ✓ 36% project implementation rate end of March 2016 ✓ A total of 13 TWGs were held out of target of 12 ✓ 7 out of 11 Due Diligence Recommendations Implemented ✓ The new LOTFA Oversight sub-Committee meeting held 2 meetings during Q1 2016 (on 21 January and 23 March) ✓ New data collection & monitoring methods developed and implemented 	<i>On-track</i>

Outputs	Progress Phase II (January – June 2016), as per 31 March 2016	Status
MOIA and Police Development (MPD) Project: Institutional Development component		
Output 1: MOIA capacity to lead and manage reform	<ul style="list-style-type: none"> ✓ Unified M&E framework developed and adopted into the MOIA Strategic Planning Directive (SPD) ✓ M&E guidelines were reviewed and approved by the GD M&E ✓ Recruitment of four Capacity Development Officers has been finalized ✓ Discussions ongoing with MOIA leadership for establishment of Change Management unit 	On-track
Output 2: MOIA administrative and police support services	<ul style="list-style-type: none"> ✓ Company selected (E&Y) to implement Business Process Re-engineering and ICT/MIS/ERP development ✓ Joint SPM-MPD technical support provided to MOIA-led policy review process of HR and Finance policies ✓ Completed a training needs assessment for programme budgeting and extensive capacity building trainings underway for the relevant MOIA personnel in all of the 8 regions of Afghanistan (totaling 400 staff) ✓ Endorsement of a Gender Workplan with an agreement to set up a committee to oversee the implementation 	On-track
Output 3: MOIA internal control and accountability	<ul style="list-style-type: none"> ✓ Completion of a comprehensive analysis of existing complaints mechanisms with clear practical short- and medium-term action points agreed with the MOIA ✓ Commencement of technical support to improve the internal audit functions and capacity as well as a more coordinated approach to the whole internal control and accountability system 	On-track
MOIA and Police Development (MPD) Project: Police Professionalization component		
Output 1: MOIA police legislative, regulatory and policy framework	<ul style="list-style-type: none"> ✓ National (30-31 January) and regional (12-14 March) consultations have been conducted with key stakeholders to identify gaps and issues in the legislative framework, determining priority areas of amendment and crosscutting priorities for the legislative review process 	Off-track
Output 2: MOIA training and leadership development	<ul style="list-style-type: none"> ✓ Commencement of a training capacity and needs assessment at the institutional level and reviews of HR development path and promotion policies/process ✓ Development of a Master's programme in Police Education and a blueprint for Future Leadership Programme ✓ Completion of Sivas training for 325 female police cadets and their successful deployment to ANP services; a new proposal for SIVAS training for an additional 250 female police cadets has been approved by the MOIA and Japan ✓ Establishment of South-South cooperation with the Indonesian National Police (INP) 	Off-track
Output 3: MOIA community partnership approaches	<ul style="list-style-type: none"> ✓ Agreement with MOIA on workplan and lists of provinces to support these community partnership initiatives ✓ 10-day Community Orientated Policing (COP) Foundation Training developed and piloted in 3 provinces ✓ Second national Conference on Police Women Council (PWC) successfully convened and an action plan developed ✓ 2-day national conference on community policing held with GIROA and MOIA Senior Leadership, with signing of joint Declaration on community oriented policing as fundamental approach to policing in Afghanistan ✓ District Safety and Security Survey (DSSS) completed and specific recommendations used in identifying priorities 	On-track
MOIA and Police Development (MPD) Project: Project Management Support		
Output 1: Project management support	<ul style="list-style-type: none"> ✓ Nearly all project management staff recruited and the remaining technical positions in progress ✓ Achieved 14% and 18%, respectively, project implementation rate for the Institutional Development and Police Professionalization components 	On-track

	<ul style="list-style-type: none"> ✓ A total of 7 TWGs were held out of target of 9 ✓ 7 out of 11 Due Diligence Recommendations Implemented ✓ New data collection & monitoring methods developed/implemented ✓ Facilitated a follow-up audit (by OAI) of UNDP's oversight of the MA function. 100% implemented 	
Output Construction 2:	<ul style="list-style-type: none"> ✓ Assessment of structural integrity concerns for the construction of DM Support building completed and the work resumed in the Q3 2015; establishment of female police toilets and dressing rooms in 39 locations ✓ The completion rate of the construction stands at 71% by end March 2016 	<i>Off-track</i>

Strengthening oversight and accountability:

The LOTFA Oversight sub-Committee held its first meetings in Q1 on 21 January and 23 March. During these meetings, the Terms of Reference (TOR) and Workplan for 2016 were reviewed and approved. Also, the LOTFA Oversight sub-Committee members reviewed the status of implementation of the recommendations of the LOTFA audits during the last 3 years, which demonstrated that all recommendations had been implemented or were on course to be implemented in 2016. The next meeting is scheduled for Q2 (early May 2016).

The UNDP Country Office established in 2015 a dedicated unit, the Fund Fiduciary Financial Management Unit (FFFMU), in order to provide financial oversight, reconciliation and donor reporting, as part of the trust fund arrangement for LOTFA. Established according to industry standards to manage large multi-donor contributions, the FFFMU oversees all financial and fiduciary aspects of monthly NIM advances for the monthly police payroll.

Policy and legislative review:

During July-December 2015 LOTFA had initiated the review of the Police Inherent Law, its bylaws, acts and other corresponding frameworks that regulate ANP in order to address capacity gaps in the organizational structure and foundational frameworks, such as enhanced MOIA structures and processes that can effectively coordinate and facilitate all efforts pertaining to police professionalization, with improving the Police law and operational directives.

The MPD project has engaged with the Reform Commission and the legal department of MOIA, along with focal points from various departments, in order to conduct a deeper assessment of the current regulatory framework. In 2016, this support has continued in order to identify broad areas of reform, conduct gap analysis in current policy and legislative documents, and to offer recommendations to the MOIA leadership (when accepted by the MOIA these recommendations can then be translated into legal provisions).

The MPD project is providing technical support and advisory assistance to the Reform Commission undertaking the legal reviews, and coordinating, facilitating and providing solid guidance to relevant discussions. In this sense, the MPD project organized a 2-days national consultative workshop on 30 and 31 January 2016 with the participation of police experts, justice sector professionals and Civil Society Organizations (CSO). This workshop resulted in the identification of 29 challenges and 52 recommendations to reform police law and police inherent law. This process was followed by a 3-days provincial consultative workshop in Jalalabad between 12 and 14 March 2016, which was attended by police experts from the provinces of Laghman, Kunar, Nangarhar and Nuristan and justice sector institutions and CSOs from Nangarhar. This workshop facilitated the identification of 41 challenges and 36 recommendations in police law and 22 challenges and 63 recommendations in Police Inherent law. These challenges and recommendations will assist the Reform Commission to propose revisions in police law and police inherent law. This comprehensive revision, which will also be enriched by UNDP reviews on the basis of human rights compliance and of democratic policing standards, is expected to ensure a proper legal statutory basis for the ANP. This will allow the ANP to function as a law enforcement entity in accordance with relevant human rights and professional policing principles.

Mainstreaming Gender within LOTFA:

LOTFA continues to make further investments to support gender mainstreaming within the MOIA and the ANP. The MOIA has agreed for the LOTFA MPD project to play a greater role in the oversight of the next cohort of female police to be trained through the SIVAS programme. UNDP will now be involved in the planning and monitoring of the training curricula and in the conducting of mid-term training evaluations and management review, including following the deployment of the graduated female cadets. UNDP is confident this will have a positive effect on the appropriate placement of the female cadets and the utilization of their skills after graduation. More details on the new cohort of the SIVAS programme can be found in Section V.

III. SUPPORT TO PAYROLL MANAGEMENT PROJECT

A. Output 1: MOIA Policy development and implementation

The SPM project has continued to support to MOIA in the strengthening of its policy framework to ensure the successful transition of payroll management to Government by December 2016.

The SPM project finalized setting up the business processes for the effective and efficient operations of the Pay and Compensation Board ("Pay Board"). The Terms of References (TORs) and operational guidelines for the Board have since been reviewed, finalized and approved by the Technical Working Group (TWG). Significant efforts have been invested in ensuring a comprehensive and inclusive consultation process to ensure that TORs and the guidelines meet the required standards and expectations for the Pay and Compensation Board.

Donors have nominated the Combined Security Transition Command for Afghanistan (CSTC-A), the US Embassy and the German Embassy to represent them in the Pay Board for an initial period of one year. UNDP submitted a letter to the Minister for Interior Affairs (MOIA) to appoint MOIA and Ministry of Finance (MOF) representatives (four from MOIA and one from MOF, respectively). However, by the end of Q1, MOIA had not yet officially appointed their representatives. The project has planned to conduct a sensitization seminar for MOIA officials to acquaint them with their roles, responsibilities and expectations before assuming duties. The Pay Board now is expected to be fully operational by Q2.

The Pay Board will function as a technical body that supports the LOTFA Project Board in providing checks and balances in the use of the funds, and to improve transparency and accountability. The Pay Board will be Co- Chaired by the Deputy Minister for Support and the SPM Project Manager.

Related to the functions of the Pay Board, preparations for the pay sustainability study are finalized. The TORs were discussed and approved within the Sub-TWG for Pay and Budget. The study is planned to be conducted during the months of June and July 2016.

The MOIA is in the process of updating its legislative, policy and regulatory frameworks and business processes to support functional MOIA payroll management. By the end of Q1, MOIA had completed the review of the Finance, including mobile banking, and Personnel, including appointment and recruitment, the ID card, leave and performance evaluation. Government has, in principle, approved the two policies. However, amendments and improvements will still be made, and the SPM project is providing inputs to this end. The MOIA Internal Control Policy is under review. The MOIA-led policy review process has been informed by the findings and recommendations from the technical analysis on existing human resources, payroll and reconciliation processes which SPM conducted in 2015. The SPM project provides on-going technical support to the MOIA Policy Review Commission on these policies using as basis the analysis' recommendations as well as SPM Subject Matter Experts' analysis and reviews. Although the MOIA takes the lead in the policy review process, donors have requested the opportunity to review the new policies, as an additional assurance that policies are comprehensive and meet standard expectations.

The SPM project has also taken steps to minimize the recurrence of Monitoring Agent (MA) findings derived from expenditure and physical verification, as well as systems' analysis through data interrogation. One of the important developments was the further roll-out of the digital M16 to all provinces by the WEPS team, which is already operational within WEPS. The digital M16 is a significant improvement which eliminates manual entry of data into the M16 from the M41 forms. This reduces discrepancies between WEPS and AFMIS payments, thus improving the transparency, accountability and auditability of the payment transactions. Therefore, payroll data not captured in the digital M16 would be considered as ineligible.

The SPM Quality Assurance (QA) team has collaborated with the SPM EPS team to address the issue of tax discrepancy within WEPS. In addition, the MOIA and SPM have slotted training for Provincial Finance Officers (PFOs), scheduled for 9-13 April 2016, at which they will discuss the recurrence of MA findings and how these can be addressed, as well as the quality of supporting documents required to resolve the findings. The QA team will also clarify the roles and responsibilities of the MA team and the PFOs in order to optimize coordination during field work between the MA and PFOs. The MOIA General Directorate of Finance and Budget is committed to address the continued recurrence of MA findings with the PFOs.

By the end of March 2016, the MA had submitted to UNDP reports covering the period January to September 2015. Of these, the MA reports for January to April had been finalized, whereas the MA reports for May to September were still pending. Based on the January- September 2015 MA reports, the main expenditures verification findings were ineligible payments, incorrect payments, payment without supporting documents, and cash payments made to personnel who have bank accounts.

Out of AFN 482,892,013 of findings identified during 2015, by March 2016, AFN 17,503,472 had been resolved as eligible and AFN 280,664,275 were determined to be ineligible expenditures. The total amount of AFN 297,953,182 was deducted in the December 2015, January 2016 and February 2016 advances, respectively.

For the period January – September 2015, there have been 68 physical verification findings. Out of these 68 findings, 29 have been resolved. The remaining are pending as of 31 March 2016. The majority of system findings related to duplicate IDs, duplicate bank account numbers and incorrect tax calculations. These have been followed-up by the EPS team by rectifying the data in the system. The MA system findings also found identified instances of tax discrepancies within WEPS. In certain instances, tax was not correctly deducted from police salaries (taxes not applied as per the tax Afghan tax law). The SPM EPS team has since clarified this issue with the MA and has also taken steps to correct this issue within WEPS for subsequent months.

Donors have acknowledged that there has been a visible improvement in addressing MA findings by MOIA compared to previous years (Sub-TWG on Monitoring and Reconciliation, 4 April 2016).

The main concern remains the delay in the submission and finalization of MA reports for 2015 by the contractor Moore Stephens. The SPM project and the Country Office Rule of Law and Human Security Unit (ROLHS) have raised this issue to UNDP management and Moore Stephens to try to resolve the delays and also minimize the impact of the delays on the 2016 MA reporting

timelines. The Monitoring Agent agreed that they would observe the established timelines closely going forward. The SPM project continues to monitor the quality and delivery of the MA closely.

Overall, the Output is on track towards achieving Phase II targets.

Table 1: Summary of Progress on Output 1 Indicators as of March 2016

Indicator	Baseline (As per the AWP)	2016 Target	Q 1 Planned	Q 1 Actual	Comments
A: Extent of alignment between current applicable Government policy, legislation or regulation and payroll practices	Partial alignment (approx. 33%)	100%	Minimum 42% alignment	Mapping is underway and recommendations have been formulated, translated (into Dari) and shared with MOIA for implementation as part of the MOIA policy review on Financial and HR policies.	This work is in progress and is on-track.
B: Policies and procedures document developed and in use by applicable MOIA staff at national and sub-national level and made available to all personnel for reference	Nil (None are in place)	100%	Half of the policies and procedures reviewed or updated by Government	MOIA completed and approved two policies; Human Resources and Finance Policies. The Internal Control Policy is under review.	This work is in progress and is on-track. There are further amendments and improvements being made to the policies by the MOIA Policy Review Team through further consultations with SPM staff.
C: Percentage of valid complaints handled in compliance with policies and procedures, including adherence to agreed timetables and follow-up and outcome reporting (disaggregated by complaints coming from male and female complainants)	5% (estimated)	30%	10%	No information. However, 100% of the complaints received through the Help Desk Support were resolved.	At the moment, there is no mechanism to measure the indicator. There is no mechanism to record gender disaggregated data. The Help Desk Support has recorded a wide range of complaints. Other complaints are received through the 119 Call Centers.
D: Percentage of MOIA personnel in receipt of monthly pay slips and current annual pension statement (disaggregated by gender)	Nil (0%)	100%	30%	Nil (0%)	WEPS generates payslips for all police. However, MOIA is not able to print and distribute the payslips due to huge costs involved. Stationery for printing, equipment, as well as the logistics to distribute the salary pay slips are significant. WEPS encourages PFOs to print payslips on request.

B. Output 2: Capacity building for payroll management

The key progress under Output 2 has been the development of the draft Payroll Unit plan, which has been shared with MOIA and CSTC-A. This is a comprehensive plan aimed at ensuring a smooth transition of the payroll management from LOTFA to the MOIA. Ongoing discussions are required between MOIA, UNDP and CSTC-A as the Payroll Unit plan identifies the key capacities and staffing needed for WEPS administration and maintenance, and which needs to be included within the 2017 Tashkeel. Close coordination with MOIA and CSTC-A at this stage is critical in order to plan a 'facilitated transition' that takes into account the staffing needs for both MOIA management of WEPS and APPS and so minimizes the burden for the MOIA to deal with both transitions at the same time.

As the draft Payroll Unit plan is being finalized as a result of discussions with MOIA and CSTC-A, the SPM project is preparing to present the draft proposal to the Sub-TWG on Pay and Budget in early April 2016 to socialize the proposal with the donors. The draft plan articulates the key Payroll Unit functions, the critical success factors to ensure an effective hand-over, an analysis of the capacity and staffing requirements for the Payroll Unit and a corresponding gap-analysis on the basis of the current existing capacities between the MOIA payroll staff and SPM project staff. The plan also details the proposed structures at both national and provincial levels, human resource arrangements, as well as an outline of the payroll business processes to accompany the functioning of the Payroll Unit.

The Payroll Unit plan is accompanied by an implementation plan ("Payroll Unit Capacity Development plan"), annexed to the Payroll Unit plan, which outlines the SPM capacity development support towards implementation of the plan. The implementation plan sets as baselines for the capacity development support the findings of the Micro Capacity Assessment (MCA)¹ for Payroll conducted in December 2015. The MCA report found the overall risk rating for MOIA's payroll capacity to be 'significant².' The assessment identified key gaps in policies, procedures and absence of capacities for payroll management. The capacity development support will cover training on the new payroll policies and business processes. The training objectives will be adjusted in order to take into account emerging training needs, following discussions between partners on the payroll transition.

Other relevant progress related to supporting payroll capacity development is the development of an Operations Manual for the WEPS payroll procedures. Currently, this activity is at the procurement stage. The aim of this activity is to catalogue in one document the standardized procedures. Once finalized, the payroll Operations Manual would serve as a reference point for training, particularly for new staff. This document would be part of the formal documentation on WEPS administration and maintenance to hand-over to the new MOIA Payroll Unit.

Against this background, the SPM project is on-track to successfully hand-over all payroll management functions to the MOIA by December 2016.

¹ The MCA was conducted by Grant Thornton. The Report on the Results of Micro Capacity Assessment for Payroll of the Ministry of Interior Affairs, Afghanistan, was presented to UNDP on 14 December 2015.

² Indicates an underdeveloped financial management system or control framework with a significant likelihood of potential negative impact on the IP's ability to execute the programme in accordance with the work plan.

Table 2: Summary of Progress on Output 2 Indicators as of March 2016

Indicator	Baseline (As per the AWP)	2016 Target	Q 1 Planned	Q 1 Actual	Comments
A: Percentage of staff at national and sub-national level able to independently undertake assigned payroll management tasks (disaggregated by male and female staff)	Nil (0%)	100 % of staff have full capability	25 %	Not yet established.	The SPM project has not initiated measurement of this yet. The draft Payroll plan includes a training and development plan to be rolled-out both at the national and sub-national levels from June 2016. Meanwhile, training for WEPS users (PFOs) is on-going.
B: Percentage of staff at national and sub-national level able to independently conduct internal validation and reconciliation tasks (disaggregated by male / female staff)	Nil (0%)	100 % of staff have full capability	25 %	Not yet established.	The SPM project has not initiated measurement of this yet. The SPM project is currently conducting a training needs assessments in MOIA so as to design the plan for the training programme for reconciliation and validation.
C: Percentage of time and attendance processes that meet agreed standards, being applied at national and sub-national level	Nil (0%)	100 %	35%	Not yet established.	The SPM project is in the process of developing TORs for the consultant who will assist in implementation of the recommendations on the policies and procedures for time and attendance at national and sub-national level.
D: Percentage of relevant time and attendance processes with gender markers	Nil (0%)	100 %	35%	Not yet established	Assessment revealed current time and attendance processes and procedures do not include any gender segregated data. Therefore, this will be included as one of the main recommendations as SPM works with MOIA on strengthening these procedures.
E: Percentage of personnel in AHRIMS matching personnel in EPS (disaggregated by gender)	24%	100 %	60%	24%	Matching of WEPS and AHRIMS has not yet started as SPM is focusing on data cleansing and ID card validation. Also gender data is not yet captured by the system. SPM has communicated with PFOs to enter gender data into the system to be able to generate gender disaggregated data.
F. Percentage of provincial payroll reports including gender-disaggregated data	Nil (0%)	100 %	50%	No information yet	Indicator is invalid. PFOs do not produce payroll reports. All payroll reports are centrally generated.

C. Output 3: Systems integration

With the implementation of the APPS, currently under development by CSTC-A in collaboration with MOIA, the main focus of the SPM project under this Output has been to support 'data cleansing,' ensuring that sanitized data are migrated to APPS. These efforts have continued to produce relevant progress to facilitate the implementation of APPS in 2017. By the end of March 2016, approximately 26,195 ID records had been cleansed within the WEPS database. It is expected that MOIA staff have sufficient capacities to finalize this exercise, in case there still remain records to correct by end 2016. Until the roll-out of APPS is completed, the WEPS will be the main system for the MOIA to manage payroll. After full roll-out of APPS, the WEPS will remain as the principal back-up system. Simultaneously, the SPM project supported targeted efforts to improve the overall functional scope and performance of WEPS. These include, for example, the implementation of the systems' documentation recommendations, design of an online ticketing system, development and implementation of digital M16, WEPS data storage and management, and use of Geographical Information Systems (GIS).

The project also introduced new system generated automatic notifications to ANP/GDPDC personnel on the status of the personal details in the WEPS. This will further support the SPM project and the MOIA in ensuring police records in the system are being corrected and updated. A limitation to achieving faster progress on data cleansing is the lack of sufficient support from PFOs. PFOs have also highlighted that many patrolmen do not have ID cards. ID cards are critical to ensure that correct and complete personnel files are migrated from WEPS to APPS. The ID record is the unique identifier between the AHRIMS and WEPS, and is the basis for migration of correct personnel records from WEPS to AHRIMS. Currently, the high number of unmatched records is linked to the status of ID card distribution. In addition to this, lack of access to AHRIMS data has also affected negatively on the data cleansing process, as AHRIMS is the source for valid ID card numbers.

The project has also made improvements to the WEPS resulting in improved overall performance, functions, reliability and security of the whole system. Significant progress has been achieved in the implementation of the recommendations for WEPS systems documentation³ (8 out of 10 recommendations of the action plan were completed by March 2016). The system documentation of WEPS was necessary given that the system had been designed incrementally over the years with limited system documentation covering all aspects of the system, vis-à-vis the design, architecture and performance of WEPS. The systems documentation report also provided input to the on-going development of the APPS by CSTC-A. Some of major improvements include: the creation of database indexes to improve the system performance and query response time; the installation of a security license to ensure secure transfer of data between client and server; the enhancement of audit trails to record all the key actions in the system; and data files were moved to a separate disk to mitigate the risk for disk failure to ensure business continuity. These measures have enhanced the performance, security and disaster recovery of WEPS by improving the speed at which operations are completed, increased protection of the WEPS data against authorized users and accessibility, and mitigating the effects of disk failure. The SPM WEPS team has designed a digital M16 which is already operational within WEPS. As of March 2016, the digital M16 had already been rolled

³ Basically, System Documentation is written information that explains what the system does, how it does it, how it is composed (designed), how it is developed, and a description of the technical components that make up the system including the database, the deployment environment, the tools and languages used to develop the system.

out to all the 34 provinces. This has greatly enhanced the internal control framework through improved transparency, accountability and auditability of the payment transactions. Further training on the use of the M16 will be provided to PFOs in the second quarter (early April 2016).

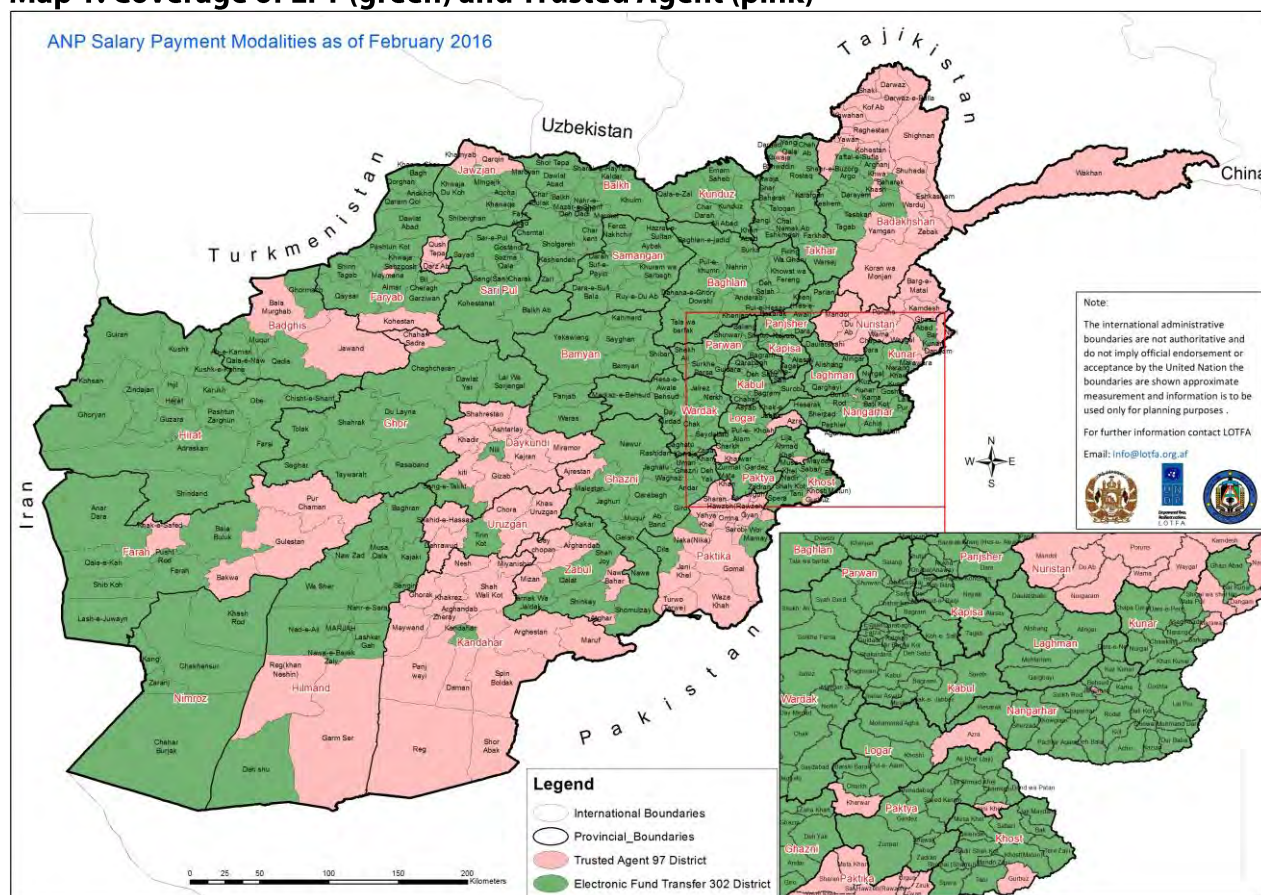
The WEPS team has developed an online ticketing system resulting in better management of complaints, quicker response to complaints, and ensuring traceability and auditability of the complaints.

Another important improvement has been the introduction of new validation controls in WEPS on key data fields (e.g. biometric ID card, bank account and gender data) to improve the quality of the data, increasing controls on payroll transactions. The project has further introduced the use of the GIS in WEPS to enhance payroll planning processes, which will support the expansion of the Electronic Fund Transfer (EFT) and monitoring of the web-system. The GIS helps to improve planning, monitoring and reporting of ANP/GDPDC payroll; support MOF and MOIA to expand EFT for unbanked areas; eliminate cash-based salary payment through identifying the nearest banking facilities; monitor and scale up the MOIA IT and WEPS Infrastructure; and present payroll expenditures by location (province and district levels) in an interactive and visual format. It is expected that this will support the MOIA in further moving officers onto EFT.

The WEPS team is planning to conduct a WEPS refresher course as well as a training on the use of the Digital M16 for WEPS end-users in Q1 (early April 2016). Participants will be drawn from 34 Provincial Headquarters and seven police zones. The training's purpose is to familiarize the WEPS users with the WEPS system, proper use of digital M16 module, awareness for system protection and maintenance. The training will also incorporate the Quality Assurance team who would like to familiarize and clarify the roles and responsibilities of the MA field staff and PFOs, as well as exchanging information on issues related to resolution of findings (supporting documents and findings).

By March 2016, the project has achieved 100% WEPS coverage nationwide (all 34 provinces are now on WEPS). The EFT coverage has increased to 87%, from 86% reported in the 2015 LOTFA Annual Progress Report. The map below shows provinces that have recently seen an expansion of EFT.

Map 1: Coverage of EFT (green) and Trusted Agent (pink)



Related to EFT expansion, mobile banking registration has been very slow in the three pilot provinces of Helmand, Paktika and Kandahar. By the end of March 2016, out of a total planned registration of 5,862 ANP, only 1,198 ANP (20.4%) have been registered in the pilot programme. The main challenges cited were the security situation, lack of cooperation from Provincial Police Headquarters (PHQs), and transport to some districts of Kandahar. To this extent, MOIA, MOF and the Kabul National Bank will be revising the implementation plan to go to those districts where registration is possible. The Mobile Banking pilot is aimed at reducing the use of the Trusted Agent mechanism, with the objective of eliminating this modality when fully scaled-up. Future expansion of Mobile Banking will depend on the results of the pilot program implemented in 2016.

Overall, the Output is on-track to ensure all structures, systems and resources are in place for the sustainable hand-over of WEPS to MOIA by the end of December 2016.

Table 3: Summary of Progress on Output 3 Indicators as of March 2016

Indicator	Baseline (As per the AWP)	2016 Target	Q 1 Planned	Q 1 Actual	Comments
A. Number of Provincial Headquarters with WEPS capability	32	34	33	34	The 2016 target has been reached. 34 PHQs are now connected and EPS is discontinued effective January 2016.
B: Percentage of data fields in EPS automatically fetched from AHRIMS data	NIL (%)	100 %	50%	This indicator is no longer valid.	The overall indicator is no longer valid for SPM as the CSTC-A will develop APPS to replace EPS. The MOU has not been prepared. The SPM project will no longer secure an interface between EPS and AHRIMS. However, data cleansing between EPS and AHRIMS is ongoing, and is performed by MOIA and SPM staff jointly.
C: Number of data fields pushed by AHRIMS to EPS	None (no data fields...)	100 %	50%	This indicator is no longer valid.	The overall indicator is no longer valid for SPM as the CSTC-A will develop APPS to replace EPS.
D: Percentage of WEPS users with updated user guides	NIL (0%)	100 %	50%	The user manuals have been updated and are at printing stage	This is on track. User guides have been translated into Dari and Pashto and have been printed.
E: Percentage of Sustainment Plan implemented	NIL (0%)	100 %	35%	The Sustainment Plan has not been developed	This no longer falls under the direct responsibility of SPM, as this will largely need to conform to the timeline for full implementation of APPS.
F: Percentage of personnel paid by EFT (disaggregated by gender)	85 % (estimated as equally applicable to men and women)	100 %	90%	87%	Though it lags behind the Q1 target, the progress is satisfactory. However, gender data is not yet captured by the system. SPM has communicated with PFOs to enter gender data into the system to be able to generate gender disaggregated reports from WEPS.
G: Percentage of police supported by WEPS (disaggregated by gender)	65 % (estimated as equally applicable to men and women)	100 %	80%	100%	The 2016 target has already been reached. However, gender data is not yet captured by the system. SPM has communicated with PFOs to enter gender data into the system to be able to generate gender disaggregated reports from WEPS.

D. Output 4: Systems infrastructure development

The SPM project is continuing to make investments to expand the systems infrastructure in order to support the full functioning of MOIA payroll stations for both ANP and GDPDC.

To ensure MOIA infrastructure provision supports 100 per cent functionality of MOIA payroll systems, the project has assessed 40 payroll stations in Kabul city between 17 January and 3 February 2016, with the objective to assess the network connectivity within each payroll station, the availability of main power and back-up system, availability of computer accessories (copier machines and printers, cartridges), and availability of communication devices.

Recruitment of 34 provincial consultants to manage WEPS in the provinces is under way. Currently, GDPDC offices are not connected to MOIA intranet and the MOIA – ICT does not provide any technical support to GDPDC offices. The SPM has therefore connected all GDPDC payroll offices to WEPS through VPN as temporary solution. The permanent solution is to connect the GDPDC offices to the MOIA intranet through microwave bridges (wireless point-to-point connection). WEPS consultants are hired to fill the support gap and provide technical assistance to GDPDC payroll offices. The consultants would also assist in site survey and extension of MOIA intranet to GDPDC offices. The technical consultants are expected to be on-board by mid-April 2016.

There continues to be slow progress on the implementation of the Disaster Resilience and Recovery (DRR) Plan since 2015. The challenge continues to be the identification and formal approval of the DRR site. This matter has been raised on a number of occasions in different fora (such as the Sub-TWG on Systems Integration) and has also been brought to the attention of the MOIA- ICT and Deputy Minister for Policy and Strategy. However, the site has not been confirmed as of yet and progress has been halted. The SPM project is making arrangements with CSTC-A to conduct an assessment of the new MOIA compound in order to assess the feasibility of hosting the DRR site.

The new MOIA compound already has inter-building fiber optics connectivity installed. MOIA–ICT indicated that since the Ministry will relocate to the new compound, they do not consider it as a priority anymore to establish inter-building fiber connectivity in the present MOIA compound. Instead, MOIA suggested that the budget could be utilized for building a solar power system at regional MOIA data centers and the provision of other necessary ICT equipment. The MOIA–ICT and SPM project will assess the Ministry's proposal of a solar power system and list of required ICT equipment. The matter will be brought to the attention of the donors through the TWGs to seek formal approval for a revision of the budget.

In consultation and with guidance from MOIA–ICT, the SPM project has initiated the procurement of a list of urgently required ICT equipment for MOIA–ICT. The procurement process is underway and the goods should be supplied in April 2016.

Overall, this Output is off-track, although all milestones can still be achieved by the end of December 2016.

Table 4: Summary of Progress on Output 4 Indicators as of March 2016

Indicator	Baseline (As per the AWP)	2016 Target	Q 1 Planned	Q1 Actual	Comments
A: Percentage of ANP payroll stations with MOIA intranet connectivity.	90%	100%	93%	98%	Progress surpassed the Q1 target. Only Helmand ABP and ANCOP payroll stations are currently not connected to MOIA intranet. Nuristan is now connected to MOIA intranet through VSAT.
B: Percentage of GDPDC payroll stations with fixed MOIA intranet connectivity.	NIL (0%)	100%	30%	Nil (0%)	A short-term alternative connectivity solution was used to connect all 34 GDPDC stations (100%) through VPN – 3G dongle. The TWG approved this alternative connectivity solution on 30 March. For a more permanent solution, the SPM project will install a wireless bridge to connect all 34 GDPDC payroll stations, to be implemented in 2016.
C: Number of monthly MOIA-NOC helpdesk calls due to inability to connect to the MOIA intranet	16	40% decrease	18% decrease	6 calls related to intranet connectivity were received during the quarter	Only 6 calls were received related to intranet connectivity. However, a total of 586 calls were received by helpdesk for Q1. All the issues were resolved immediately.
D: Percentage of DRR Plan under implementation	NIL (0%)	100%	20%	5% (figure derived from the Implementation Plan for this activity)	Implementation of the DRR Plan awaits MOIA confirmation on identified locations.

E. Output 5: Funds transfer to MOF for police pay

As per the LOTFA 2015 Commitment Letter, the SPM project had disbursed funds to the MOF, to ensure timely payment of ANP and GDPDC salaries and incentives. In accordance with the established MOIA processes for salary payment, ANP and CPD officers received their salaries and incentives between the 25 and 30 of each month.

However, the months of January and February continue to show a low disbursement of salaries. The delivery rate for disbursement for the months of January, February, and March 2016 stood at 21%, 46%, and 70%, respectively. Table 5 below shows the advances paid by LOTFA and the expenditures recorded in AFMIS for payment of salaries and incentives for ANP and GDPDC for the period January- March 2016. The total LOTFA SPM advances transferred to MOF at the end of Q1 stood at AFN 7,462,233,031 (USD 109,158,810). The total amount of expenditures recorded in AFMIS stood at AFN 5,989,816,380 (USD 87,610,198). The delivery rate for Q1 of 2016 is 80.3%. The FFFMU continues to provide financial oversight, reconciliation and donor reporting, as part of the trust fund arrangements.

Table 5: Advances and expenditures recorded in AFMIS, January- March 2016

Month	Advance Issued 2016		Advance Liquidation	
	AFN	USD	AFN	USD
Opening Balance 2016	590,076,910	8,878,678		
January	2,051,998,290	29,999,975	557,890,431	8,394,379
February	2,418,133,662	35,126,869	2,052,744,221	30,024,616
March	2,402,024,169	35,153,288	3,379,181,728	49,191,202
Total	7,462,233,031	109,158,810	5,989,816,380	87,610,198

The 2016 LOTFA Commitment Letter included a specific funding cap on the payment of reservists' salaries, in line with the letter issued by donors, dated 5 December 2015. This stated that the SPM project was to pay 100% in January for reservists on Tashkeel, 50% in February, and 10% in March. Any payments made to reservists above the approved Tashkeel would be considered as ineligible. The MA will independently verify if any further payments have been made to reservist forces above the approved levels in the donors' letter.

Ineligible expenditures related to the overpayment of reservists for the period January – December 2015 were recovered in full from the December 2015, January and February 2016 advances.

Table 6: Summary of Progress on Output 5 of SPM Project as of March, 2016

Indicator	Baseline (As per the AWP)	2016 Target	Q 1 Planned	Q1 Actual	Comments
A: Percentage of financial reports finalized on time	90%	100 %	93 %	75%	2 out 3 financial WEPS and AFMIS expenditure reports were produced and discussed at TWG meeting. The Advances and Expenditure report for the quarter was produced on time for the Q1 report
B. Extent to which operations manual describing fund policies and procedures is implemented (3 point scale)	Nil (manual still to be developed)	Operations manual of policies and procedures finalized and implemented	One (manual drafted and coordinated with donors and Government)	The manual has not been finalized (All fund operations follow the corporate UNDP Programme and Operations Policies and Procedures)	
C. Percentage of police paid within 7 days of close of solar month	90%	100%	93%	90% (Estimate)	LOTFA SPM has not initiated activities to monitor this indicator in the provinces through the MA's work.

F. Output 6: Effective and efficient implementation of SPM project

Implementation of the 2016 AWP is driven by the clear mandate to deliver on the hand-over of payroll management responsibilities to MOIA by December 2016. The project implementation rate for the SPM Project stood at 36% by the end of March 2016.

In this reporting period, the SPM project with support from the UNDP Rule of Law and Human Security Unit, UNDP Country Office Human Resource department and Procurement department, continued to identify new talents and suitable candidates to fill in key project positions and consultancies. For the SPM project, four additional project staff were recruited namely, the Technical Legal Specialist, the Human Resources Officer, Budget and Finance Training Officer, and the Database Administrator.

By the end of Q1, 13 out of the scheduled 12 Technical Working Groups were successfully conducted. Of these 3 were combined TWGs (together with the MPD Project; meetings were held on 25 January, 22 February, and 23 March 2016). The remaining 10 were sub-TWGs for Pay and Budget (three meetings held), Systems Integration (four meetings held), and Monitoring and Reconciliation (three meetings held).

Alongside the structured TWG meetings, the SPM project held regular and ongoing meetings at the technical level with its direct MOIA counterparts and other partners in order to ensure effective implementation of activities and follow-up on agreed action points. The SPM management has held a number of bi-lateral consultative meetings with the MOIA, particularly the General Directorate of Finance and budget, in preparation of the proposed Payroll Unit plan. The LOTFA Project Board Oversight Sub-Committee held its first two meetings on 21 January and 23 March 2016.

To ensure comprehensive data collection and reporting, the project is using a monitoring tool which the project teams update on a monthly basis. This is the data repository from which other reports can be generated as and when required. The SPM project had also started to review the output indicators in the SPM M&E framework in order to strengthen measurement of results. The proposed indicators will be discussed and analyzed following within the TWG following the due process until they are approved by the Project Board. In the same vein, the SPM project has started an initiative to map out all potential areas for gender mainstreaming across the activity results. The gender mapping exercise done with the all SPM teams is expected to improve the SPM support towards gender-specific results.

LOTFA SPM project has also been working to implement the remaining recommendations from the 2014 DIM audit, the audit on Country Office Support Services to LOTFA and the UK Due Diligence assessment. As of March 2016, seven of the eleven recommendations from the UK Due Diligence assessment have been implemented and four remain under implementation. Support was provided to the realization of the 2015 NIM audit, for which fieldwork took place in March and April 2016.

Table 7: Summary of Progress on Output 6 of the SPM Project as of March, 2016

Indicator	Baseline (As per the AWP)	2016 Target	Q 1 Planned	Q1 Actual	Comments
A: Percentage of project implementation rate	0%	100% of Phase III targets met	25%	36%	This is on-track
B: Number of Project Board and SPM TWGs organised	Zero	48 TWGs	12 TWGs	13TWGs	TWGs are being held according to schedule.
C: Rate of donor satisfaction with timeliness and quality of donor reports	To be established	Between 8 and 10 on a 10 point scale	Between 7 and 10 on a 10 point scale	LOTFA Q3 and Annual Report were finalized and distributed to LOTFA partners	A donor survey will be developed for this purpose in Q2 of 2016.
D: Number of UK Due Diligence recommendations implemented	6 out of 11	100% (11 out of 11)	8 out of 11	7	Four remaining UK DDA recommendations are under implementation.
E: Percentage of audit recommendations that is on schedule for implementation	75% (6 out of 8 implemented)	100% (8 out of 8)	90%	7 out of 8 implemented (75%)	The implementation of the remaining recommendation is in progress.
F: Extent to which data collection methodologies for indicators are implemented	Baselines and data collection methodology yet to be confirmed/developed for each indicator.	Data collection methodology applied for improved data collection and analysis for Q3 and Q4 reports	Data collection methodology developed and implemented for phase 1	A data monitoring tool has been developed for the SPM and is being used to collect data on a monthly basis. Complementary working-level indicators have been formulated to strengthen the evidence-base for reporting on results.	The SPM project will undertake a revision of the M&E framework in Q2.

IV. MOIA AND POLICE DEVELOPMENT PROJECT

Component 1: Institutional Development

A. Output 1: MOIA capacity to lead and manage reform

Interventions in the MPD project to build MOIA's capacity to lead and manage reform focus on the following areas: i) change management, ii) capacity development to improve functional performance, iii) strategic-level monitoring and evaluation; and iv) aid coordination.

On the Change Management, progress regarding the establishment of Change Management unit as well as discussion around its governance and structure has been limited. A concept note, together with a best practice paper, was developed and discussed with the DM for Policy and Strategy at the end of 2015. It explains what the change means for the MOIA and how they can sustain the transition and work to overcome any challenges involved. However, no further progress has been made in Q1 2016 and more efforts will be required to explain the idea and improve understanding of the concept in order to obtain MOIA political will and leadership in this area.

For the Capacity Development unit, the recruitment of four Capacity Development Officers has been finalized. The Unit will serve as the "lead team" responsible for creating an enabling environment for capacity development initiatives in the area of Business Process Reengineering (BPR), ICT capability and system interoperability as well as development of Management Information Systems (MIS). The team comprises of four Capacity Development Officers for i) BPR, ii) On-the-job training, iii) ICT and digitization of work processes, and iv) MIS development. They will be working closely with BPR and ICT experts from Ernst and Young – the consulting firm selected for this assignment - and identified "focal points" in the respective MOIA Directorates and Departments to implement the BPR and ICT/MIS development as well as driving the process to achieve a "critical mass" of capacity development.

Regarding the M&E system, work to strengthen the capacity of the General Directorate for Monitoring and Evaluation (GD M&E) has started in earnest. Following the approval of the MOIA Strategic Planning Directive (SPD) which outlines the MOIA's M&E framework, the MPD project has developed M&E Guidelines to strengthen M&E tools and processes. The Guidelines will provide greater clarity on the role of the GD M&E as well as serve as mechanism to coordinate and communicate with all M&E partners/stakeholders. The Guidelines were reviewed and approved by the GD M&E and will be shared and discussed with the MOIA leadership at a workshop to be organized in April 2016.

An initial design of a pre-MIS database capable of storing, analyzing and reporting against the M&E framework was demonstrated to MOIA. The plan is to have an individual database established for each Directorate to track their activities. There will also be a Master Database to hold the overall status of all activities undertaken by each directorate. Connectivity

between the local databases within the Directorates and the Master Database must exist while synchronizing the data to generate a cumulative report.

The MPD project has also provided an M&E national consultant to fill in the capacity gap in the GD M&E. The GD M&E has the responsibility to build the M&E network, knowledge of and commitment to M&E and the M&E system among management, staff and implementers within MOIA. However, GD M&E has no staff to support in carrying out these M&E responsibilities. To this end, eight Tashkeel positions for GD M&E have been included as part of the Proposal for Increased Donor Support for MOIA Civilian Staff to provide mid-level technical expertise in the GD M&E. The process will likely take a couple of months before the actual onboarding of these civilian staff, and in order to progress with the implementation of the M&E function, the MPD project has, in the meantime, provided a national consultant to provide support in this area⁴. In addition, the MPD's M&E Officer has also been providing mentoring support to MOIA Directorates/Departments to ensure buy-in and acceptance of M&E at the department/directorate level.

On the aid coordination, the work to transform the IPCB database into a comprehensive information depository tailored to the requirements of the MOIA is making good progress. The MPD Database Specialist has worked with the MOIA General Directorate for International Cooperation (GDIC) to identify additional users' requirements and provided a demonstration on the de-coded version of the IPCB database to the GDIC⁵. The GDIC has also requested the MPD project's technical support to develop an MOIA's Aid Coordination Strategy to identify strategic objectives and directions as well as recommendations to make use of this aid coordination database as an effective tool for implementing the MOIA's Aid Coordination Strategy. To this end, an UNDP advisor on Aid Effectiveness has been identified and mobilized for a 10-day mission in April 2016 to provide support and guidance in this area.

Overall, the progress for Output 1 of the Institutional Development component is largely on-track. However, the establishment of the Change Management unit is one quarter behind schedule.

⁴ The consultant will work closely with the MPD's M&E Officer and International Expert to assist the General Director of M&E to further develop the M&E framework, ensure that overall M&E is carried out and that specialized services and departments of the MOIA have an M&E function harmonized with the overall framework, with specific components suited to their functions. The consultant will also assist in carrying out a needs assessment of the staff members of the GD M&E, develop a training curriculum and materials for M&E staff, leading toward their improved capacity to use the M&E framework and implement the M&E plans.

⁵ The MPD project faced difficulties in obtaining the coding for the original IPCB database, and the project's database expert had to decode it in order to improve its functionalities to meet MOIA's requirements.

Table 8: Summary of Progress on Output 1 of the Institutional Development Component of MPD project as of March 2016

Indicator	Baseline	2016 Targets	Q1 Planned	Q1 Actual	Comments
A: Maturity rating of Office of DM Policy and Strategy	2.63 [out of 5]	3.63	Not further measured during this Phase	Not further measured during this Phase	Assessment planned in July 2016
B: Extent to which Change Management, Capacity Development, Aid Coordination units and M&E systems are established and functional	Approval for M&E systems in place.	Wholly functional in the centre; at least partially functional at subnational level where required.	<p>Support to be provided to GD M&E to review and strengthen the mandate, functions and operations of the GD M&E.</p> <p>Change management governance with appropriate roles, responsibilities agreed and recruitments of international and national technical experts are underway.</p> <p>Capacity Development "lead team" will be created with "focal points" in the respective directorates and departments to drive the process and achieve a critical mass of capacity development.</p> <p>IPCB database improved to meet the needs of MOIA GDIC and functional.</p>	<p>M&E Guidelines to strengthen M&E tools and processes developed for GD M&E, pending approval of MOIA Leadership.</p> <p>Change Management concept note shared, but limited progress to agree on establishing the Change Management unit.</p> <p>Capacity Development "lead team" established officers in the areas of i) BPR, ii) On-the-job training, iii) ICT and digitization of work processes, and iv) MIS development.</p> <p>A demonstration on the de-coded version of the IPCB database provided to GDIC. Mission mobilized to support development of MOIA's Aid Coordination Strategy.</p>	More efforts will be required to improve understanding of the change management concept in MOIA. The MPD project will re-engage with the senior management of MOIA with a revised concept note; organize a workshop to introduce the concept and its importance; and provide clarity on the change management function, roles, and responsibilities in ToRs for the required positions in the Change Management unit.
C: Percentage of women personnel in Aid Coordination Directorate	0%	Not less than 25 per cent of transferred-in uniformed staff and new civilian recruits are female	Approval for GDIC Tashkeel to recruit female personnel for the new Aid Coordination Directorate.	Approval for GDIC Tashkeel pending.	Eight positions for GDIC proposed. The project will follow up closely to ensure female recruitment following the Tashkeel approval.

B. Output 2: MOIA administrative and police support services

In addition to the capacity to lead and manage reform, the MOIA has agreed to work with the MPD project to improve performance of the following administrative and support areas which are critical for the functioning of the police services and for the safety of police personnel: i) streamlining MOIA's organizational structure and better business processes, ii) a comprehensive review and development, as needed, of human resources policies, iii) optimization of existing ICT assets and scoping for Enterprise Resource Planning (ERP); iv) implementing support for the MOIA Gender Strategy; and v) support to programme budgeting use.

Regarding the BPR and ICT/MIS/ERP development, negotiations on technical and programmatic aspects were completed in Q1 2016 and the selection process of a consulting firm to work on the assignment was finalized. Ernst and Young has emerged as the successful bidder with a team of 8 international and 14 national experts to start the implementation of this 13-month contract in April 2016.

The scope of work covers both the BPR and ICT/MIS/ERP development, with specific tasks including mapping, redesigning and codifying of business processes, conducting on-the-job training for MOIA personnel to perform the improved business processes, digitizing a selected number of business processes, including designing and putting into operation the MIS. The firm will also provide recommendations to the MOIA to optimize its ICT assets and provide technical assistance and advice to the MOIA for the implementation of improvements as well as recommending specifications for a comprehensive ERP for the MOIA. To ensure effective coordination, a Reference Group, chaired by the MOIA Deputy Minister for Support and co-chaired by the Ministry of ICT, has also been established with members from relevant MOIA's Directorates/Departments and key international partners.

Following the review of MOIA's human resources policies in 2015, the MPD project has brought in an HR specialist in Q1 2016 to develop a comprehensive collection of HR/personnel policies and a unified Staff Manual for MOIA. The work will be participatory in nature and is expected to be completed at the end of 2016. It will involve classification of subject areas to be included in a Staff Manual, and any other subject areas that are currently missing and relevant for the MOIA to administer and manage the personnel of a modern Ministry and police force. The Staff Manual is expected to cover the following subject areas: recruitment; compensation, pay and benefits; retention, probation, and confirmation; promotion and demotion; performance appraisal; training and career development; discipline and internal grievance/complaint mechanisms; ethics and code of conduct; gender, diversity and inclusion; and separation.

An initial assessment on the classification and inventory of MOIA Policies was also conducted and some key recommendations have been provided to MOIA as follows:

- Following the review and merger of existing policies by the General Directorate for Planning and Policy (GDPP) which has resulted in a reduction of the number of policies from over 100 to 30, the MPD project will work with the GDPP on re-classification of the policies and identification of key thematic policy areas;
- A clear distinction between policies and procedures is needed. Currently, the two terms are used interchangeably;

- Gaps exist in policies for human resources management/development as well as for effective complaint mechanisms. The code of conduct should be reviewed and strengthened;
- Aside from other shortcomings, a merger of gender-related policies and plans into one comprehensive policy is needed. The MOIA should take steps and measures toward mainstreaming gender in its all strategies, plans and policies; and
- MOIA policies do not specify an implementation timeline and a budget line to facilitate policy implementation.

Through support and facilitation of UNDP Country Offices in Afghanistan and Bangladesh, initial discussions have taken place to establish a South-South Cooperation Framework in the area of human resources development/management between the ANP and Bangladesh Police. The South-South cooperation constitutes one of the MPD project's capacity development approaches to source and deploy critical expertise. The South-South Cooperation Framework between the MOIA of Afghanistan and the Ministry of Home Affairs of Bangladesh will cover possible areas of collaboration, including HR/personnel management. Exchanges of visits for the two countries' delegations and subject matter experts will be arranged for the areas where gaps exist.

A training needs assessment for programme budgeting was completed and capacity building training has been developed for effective implementation of the budget planning and formulation. The training will be conducted for the relevant MOIA personnel in all of the 8 regions of Afghanistan (160 at the central level and 240 at the regional level, totaling 400 staff), covering the following topics of the budget planning and formulation: i) Programming Directive and Requirement Form, ii) Programme Budgeting overview, iii) Requirement harmonization and prioritization, iv) Linking police plans and strategy with MOIA programme structure and activity costing methodology, and v) CSTC-A Commitment Letter. The capacity building support for provincial budgeting teams will help them better identify provincial needs/preferences for incorporation in the MOIA's budget submission, planning, and budgeting as well as appropriate implementation of MOF Programme Budgeting Manual and the Budget Circular 1 and 2 forms. The aim for conducting these extensive capacity building trainings at the central and provincial levels is to ensure that the program budgeting reform is successfully implemented across the board.

On gender mainstreaming, limited progress was made in Q1 2016. Sixteen highest priority gender tasks to address key constraints to gender institutional mainstreaming have been identified and included in the 1395 Gender Workplan. A coordination meeting was supposed to take place in Q1 2016 to allocate responsibilities for each of the activities, prepare M&E and Implementation plans, identify any data needs for the reporting obligations, and assess the supporting policy and legal framework needed for implementation of the Workplan. However, the proposed meeting did not receive due attention from key stakeholders in the MOIA, risking further delays in implementing the 1395 Gender Workplan.

The MOIA, with support from the MPD project, marked the 2016 International Women's Day by highlighting the challenges affecting women within the MOIA/ANP and showcasing stories of courageous policewomen of Afghanistan. Specifically, nine female police from Ghor, Badakhshan, Konduz, Jawzjan, Kabul, Baghlan, Laghman, Nimruz, and Helmand were

publicly recognized for their efforts and sacrifices in a half-day event attended by more than 700 MOIA/ANP personnel.

Overall, the progress for this Output 2 of the Institutional Development component is slightly behind schedule. The plan was to begin the BPR and ICT/MIS/ERP development in 2015. However, the selection of firm has now been finalized and is expected to be on board and commence the work in the early part of Q2 2016.

Box 1: The International Women's Day – a time to reflect on progress made and many challenges that still remain

The 2016 International Women's Day was a time to reflect on progress made, to call for change and to celebrate acts of courage and determination by ordinary women who have played an extraordinary role in their country and communities. Nine female police from Ghor, Badakhshan, Konduz, Jawzjan, Kabul, Baghlan, Laghman, Nimruz, and Helmand were publicly recognized for their efforts and sacrifices in a half-day event attended by more than 700 MOIA/ANP personnel.

Story from Ghor

Lt. Mubariz worked as patrolwoman for three years after returning from an intensive 4-month police training supported by UNDP's MPD project. Lt. Mubariz is now working at the Family Response Unit in Ghor Province. She lost her father while still a teenager. Her police mother and sisters encouraged and supported her to become a policewoman.

One day, there was a land dispute among two women, and as per court's order, one of the women was asked to move out, but she refused. Tensions escalated and policemen were called in to manage the dispute. The policemen were helpless and the women did not want to talk to men nor did she want to see them. The policemen could not do anything. Lt. Mubariz was then asked to help out, and she applied her learnings and skills acquired from the police training to convince the lady to respect the order of the court and move out. In circumstances where there is no female police to lend such support, her relatives or someone Mahram to her would have been asked to convince her instead, and the case might not have ended peacefully. As a trained policewoman, Lt. Mubariz, was able to apply her policing skills to defuse the tensions. She clearly brings in a real value in helping to maintain peace and order in the community.

Story from Baghlan

Another story, in Baghlan province, a father poured hot cooking oil on his daughter. The daughter suffered some burn injuries as a result and was transferred to the hospital. The policeman on duty was not a Mahram and was not able to carry out an investigation which required an inspection of the burn injuries on her body. A policewoman was, thus, called in to help protect the victim and investigate the case.

Again, in circumstances where there is no female police to provide the support, the policeman would have needed to rely on someone Mahram to the victim to take a statement and inspect her injuries. Someone who would not have the skills to interrogate or collect evidence. Someone who might not know about the law or the victim's rights.

The role of policewomen in Afghan society and efforts to achieve gender equality, reduce violence and promote policewomen

As illustrated by these stories, policewomen are playing a crucial role in the Afghan society. There are many more examples, and especially of those policewomen who are standing side by side policemen, making their sacrifices to ensure safety and security for the country and their fellow citizens.

Yet, many policewomen are still shunned by their families, male colleagues, and communities. Many policewomen are struggling everyday to perform their duties and face work place abuse, discrimination and a lack of basic women facilities.

The International Women's Day was an opportunity to reflect on progress made and many challenges that still remain, particularly for many policewomen in this country.

UNDP, together with the MOIA and the international community, is making investments to increase female personnel in the Afghan National Police, prevent gender-based harassment and violence of female staff, increase the leadership roles of female employees, and strengthen gender-responsive policing.

The MPD project is also working on a reform to address the challenges associated with the organizational culture and discriminatory attitudes of police personnel. The project is also providing training to support women's entry into police services, and strengthen services that can better meet the particular needs of female victims through dedicated units, such as Family Response Units, Police Women Councils, 119 Emergency Call Centers, and Police e-Mardumi (i.e. Community-oriented Police).

The UNDP MPD project stands ready to work with the Ministry, the GIROA, as well as those who are willing to fulfill the rights of all women and men, and create a more inclusive, sustainable and resilient future for Afghanistan.

Table 9: Summary of Progress on Output 2 of the Institutional Development Component of MPD project as of March 2016

Indicator	Baseline	2016 Targets	Q1 Planned	Q1 Actual	Comments
A: Percentage of national and sub-national business processes requiring improvement that have been improved after review	Nil	50 per cent of reviewed business processes improved	Consulting firm on board to start the BPR and ICT/MIS/ERP development.	The selection process finalized and the firm will be on board in May 2016.	Initially, no consulting firm responded to call for EOI. The deadline was extended to allow targeting of potential firms. Work to begin in early Q1 2016.
B: Number of directorates participating in the improvement process	Nil	11	Agreements reached with 7 targeted Directorates/Departments to participate.	7 (Health, Procurement, Personnel, and Budget and Finance, Logistics, Facilities, and ICT) have agreed to participate.	MPD project staff are due to have follow-up meetings with Logistics and Facilities)
C: Number of ANP personnel policies reviewed, developed, approved and under implementation at national and sub-national level	Nil	10	8 Personnel policies and procedures reviewed.	Review covering all personnel policies is ongoing.	
D: Degree of connectivity among Kabul deputy ministries	Partially connected	Measurable improvement compared with baseline	Mapping of current ICT systems and challenges completed.	Relevant documents provided by MOIA including lists of networks, hardware, applications, and systems.	Gaining access to MOIA's ICT/MIS architecture is slow and piecemeal. Requires greater cooperation from relevant DMs/GDs.
E: Degree of preparation for Enterprise Resource Planning	None	Measurable improvement compared with baseline	No progress yet as the work on ERP is to start in the latter half of 2016.	No progress yet as the work on ERP is to start in the latter half of 2016.	

Indicator	Baseline	2016 Targets	Q1 Planned	Q1 Actual	Comments
F: Percentage of implementation of the Gender Strategy at national and sub-national level	Low level of awareness of MOIA's gender responsibilities and commitments	30 percent increase over baseline	A coordination meeting organized to allocate responsibilities and develop M&E and implementation plans for 1395 Gender Workplan.	The coordination meeting did not take place as planned.	
G: Percentage of deputy ministries applying Programme Budgeting	Nil	100 percent	Needs assessment conducted and trainings designed and developed.	Needs assessment conducted and trainings designed and developed.	
H: Percentage difference in budget execution between Programme Budgeted spending and non-Programme Budgeted spending	Nil	10 percent over baseline	As above	As above	

C. Output 3: Internal control and accountability

The MPD project is committed to strengthening transparency and accountability of the MOIA in order to increase trust and legitimacy of the MOIA/ANP both within the institution as well as with the citizens of Afghanistan. One of the primary instruments for this is the Office of the Inspector General (OIG)⁶, and more specifically, its internal audit and complaint mechanism functions and services.

An initial assessment of the IAD in the OIG has been conducted and the findings were presented at the sub-Technical Working Group on 1 March 2016. The assessment included consultations with key staff from the OIG for the preliminary assessment of the IAD system as well as examination of the IAD documents (i.e. internal audit reports) and preliminary observations of some operations of the Department. Some of the key findings are as follows:

- The IAD does not have an internal audit manual;
- Currently, not all employees are aware of the International Standards for the Professional Practice of Internal Auditing and operating procedures issued by the Institute of Internal Auditors ("IIA");
- Inadequate Internal Audit Function: The size of the IAD appears to be small in relation to the nature and level of the ministry's operations and activities; procedures or work programs for the department are not well formalized; IAD findings and reports by the OIG are not followed up in a structured manner; and
- There is no risk-based system (i.e. Critical, High, Medium and Low Risk) of internal audit within the OIG.

Based on the assessment, it was concluded that the internal control weakness has or is likely to have a significant impact upon the achievement of the Ministry's key system, function or process objectives. The inadequate internal controls will also likely lead to irregularities, frauds, etc. in the absence of a sound internal audit system and procedure.

As part of the assessment, recommendations were also discussed and agreed with the OIG and form part of the MPD's interventions to improve IAD's capacity to conduct internal audits and to ensure better transparency and accountability in the MOIA. The recommendations include:

- Preparation and maintenance of written internal audit manual and operating procedures for internal audit methodology and internal audit approach;
- Provision of trainings for the Internal Audit staff on the International Standards for the Professional Practice of Internal Auditing;
- Consideration to increase the number of staff in the IAD to ensure that work is carried out effectively; and
- Adopt a more systematic approach to internal audits, especially in terms of:
 - Internal audit plan on risk-based audit;
 - Internal control risk assessment checklist;
 - Internal audit checklist;

⁶ The OIG is charged with internal audit functions, including inspectorate of administrative and financial procedures across all of the administrative and support functions of the MOIA, including budget and finance, procurement, logistics, facilities, personnel, ICT and similar directorates and departments.

- Developing audit programs;
- Testing & evidence;
- Working papers; and
- Audit observations, audit reporting standards, and a systematic follow up on audit findings.

A number of activities have also been initiated to provide a basis for future capacity development of the IAD, including a general training on internal auditing for 15 senior auditors of IAD, meetings with the Supreme Audit Office to ensure coherence with national audit procedures and processes, development of audit checklists for payroll expenses, fuel expenses, arms expenses, warehouse physical verification, procurement of goods, construction expenses, etc.

On the complaints mechanisms, the work to map MOIA's nine complaint "touch points" is 50% complete. The study on the existing complaints mechanisms, which was completed in 2015, identified at least nine internal points of contact for receiving incoming complaints. These include:

1. The Legal Affairs General Directorate (LAGD);
2. The 119 call center;
3. The Office of the Inspector General (OIG);
4. The Family Response Units at Provincial level (FRUs);
5. The Women's Affairs, Human Rights and Child Rights Directorate (WAHRCR) both in the center and in the provinces where they are represented;
6. The Criminal Investigation Directorate (CID);
7. The Intelligence General Directorate (IGD);
8. The Police Prosecutor; and
9. The Provincial Chiefs of Police (PCoPs).

In order to develop the procedures and guidelines for a more complete complaints process, the mapping of processes and procedures (formal and informal) currently being used by the different Directorates and Departments in MOIA needs to be compiled and compared to identify all the gaps and assess for their adequacy, particularly regarding procedures for case registration/categorization, and case management process and system.

Overall, the progress for this Output 3 of the Institutional Development component is on-track. Clear progress will be demonstrated in reviewing, upgrading and applying improved functions and mechanisms, with improved staff capacity being built in 2016.

Table 10: Summary of Progress on Output 3 of the Institutional Development Component of MPD project as of March 2016

Indicator	Baseline	2016 Targets	Q1 Planned	Q1 Actual	Comments
A: Number of internal control mechanisms reviewed, developed, approved and under implementation, at national and sub-national level	Weak internal control	Measurable improvement from assessment findings	Assessment completed.	Assessment completed and development of audit checklists initiated for payroll expenses, fuel expenses, arms expenses, warehouse physical verification, procurement of goods, construction expenses, etc.	
B: Percentage of staff at national and sub-national level able to independently apply new and improved control mechanisms (disaggregated by sex)	Nil	60 percent	Training needs assessment completed.	General training on internal auditing provided and a training needs assessment initiated.	
C: Percentage of gender-related complaints addressed with the involvement of women OIG staff	Nil	40 percent	Mapping of 9 complaint touch points completed.	Mapping of 9 complaint touch points 50% complete.	

Component 2: Police Professionalization

D. Output 1: Police legislative, regulatory and policy framework

The Output 1 of the Police Professionalization component provides technical support and advisory assistance to the MOIA to undertake legal reviews and conduct an in-depth assessment of the current legal and regulatory framework. The aim is to ensure a proper legal statutory basis for the ANP to function as a law enforcement entity in accordance with relevant human rights and professional policing principles.

Following the identification of key priority areas for Police legislative reform, a national consultative workshop was organized on 30-31 January 2016 to identify gaps in the legislative framework and assemble recommendations and suggestions. The identification of key priority areas was done in coordination with the MOIA Reform Commission, the Legal Reform Sub-Committee, the Legal Department, the Legal Advisory Board and the General Directorate for Planning, Policy and Research. These identified priority areas were then presented and discussed extensively among MOIA and Police experts, judges, prosecutors, legal professionals, representatives from relevant ministries, and CSO representatives during the national consultative workshop. In summary, the following main challenges/gaps were identified and agreed:

1. Police being considered as a part of military force – the current police legislative framework inherits most of its provisions from military force which leaves police as a subordinate institution of the military;
2. Lack of specification – the Police law and Police Inherent law lack in-depth and precision in defining policing principles. Absence or ambiguity of such principles, subsequently, fail to assure the delivery of services to Afghan citizens by ANP as a civilian police service;
3. Scope for political interference - the current legislative framework has many discretionary provisions which leave police prone to ad-hoc decision-making and vague interpretations. Such provisions provide opportunities to political entities to interfere in an unwarranted manner in the recruitment, deployment, promotion, transfer and in overall business process of police officers;
4. Inadequate and isolated human rights and gender inference - cross-cutting issues like Human Rights and Gender mainstreaming is weakly prescribed in the current legislative framework for the police; and
5. Lack of coherence – conflicts and legislative gaps discussed and identified within the police legislative framework. The Police legislative framework makes poor references to other relevant state laws of Afghanistan (e.g. Penal Code, Interim Criminal Procedure Code, Military Criminal Law and select pieces of legislative documents which are applicable to both Ministry of Interior and Ministry of Defense). Policies are not adequately referenced to the relevant laws.

As part of the participatory legislative reform process, the MPD project conducted the first of six regional consultation workshops in Jalalabad, Nangahar province from 12 to 14 March 2016. A total number of 75 participants (8 of which were female) from Jalalabad, Kunar and Laghman attended the workshop. The workshop was inaugurated and attended by the

Director of Legal department of MOIA, the provincial HQ commanders of Jalalabad, Kunar and Laghman, Judge of Appeal Court of Jalalabad, leaders of Shura (local council), and CSO representatives. The consultation touched upon many aspects of the Police law and Police Inherent law, including Police's mandate and authority, gender aspects (discrimination, unfair treatment and harassment by their male colleagues, inappropriate facilities, safety, and transportation issues), delegation of power to provinces and imbalances of resource allocations, qualifications and skills of police, promotion and career development, remuneration and incentives. The participants also highlighted challenges to enforce the laws. Lack of resources and capacity, abuse of authority, negligence, and lack of effective systems could all contribute to a failure to implement good laws.

In addition, an assessment framework has been developed for a more comprehensive research to assess the extent to which the legislative framework governing the Afghan Police is in conformity with the international human rights and gender obligations as well as the democratic policing principles. The research is expected to be completed at the end of Q2 2016 and it will complement the legislative reform dialogue and consultations that are taking place in parallel.

Overall, the progress of Output 1 of the Police Professionalization component is off-track, mainly due to a delay in identifying a qualified international Legal Specialist to conduct an in-depth assessment of the current legal and regulatory framework. The Legal Specialist is now on board and the assessment is expected to be completed by the end of Q2 2016.

Table 11: Summary of Progress on Output 1 of the Police Professionalization Component of MPD project as of March 2016

Indicator	Baseline	2016 Targets	Q1 Planned	Q1 Actual	Comments
A: Extent of completion of agreed legislative, regulatory and policy drafting (disaggregated by agreed gender and human rights related recommendations)	No review and re-drafting process of legislation, regulation, and policy in place	Legislative, regulatory and policy drafting completed ready for submission to Council of Ministers / MOIA Minister for approval	Gaps in legislative framework discussed and agreed at the national consultative workshop. An in-depth assessment of the current legal and regulatory framework completed.	Gaps in legislative framework discussed and agreed at the national consultative workshop. Assessment framework developed. Regional legal consultations commenced.	
B: Extent of completion of Afghanistan-applicable policing standards and approaches	Nil	Recommendations on legislative, regulatory and policy amendments and training requirement submitted to MOIA Minister for approval	As above	As above	
C: Percentage change in the number of women police officers at national and subnational level	2,200 women police officers at national and subnational level	3,000 (Average 5 percent increases every six months since baseline in July 2015)	2,630: 20% change (increase) from baseline	2,630: 20% change (increase) from baseline	No significant change is expected until the next batch of Sivas graduates are deployed in Q4 2016.

E. Output 2: MOIA training and leadership development

This Output seeks to strengthen national capacity for enhanced police training and education, while at the same time promote an environment where female and male police officers are supported in advancing their careers through training and education.

To understand the MOIA's training capacity and needs, an expert's review has been conducted and a set of strategic recommendations provided to address key challenges. The study strived to identify whether or to what extent DM Administration and Training General Command is capable of: i) providing administration, coordination and technical support services to the police training institutions and all other training activities within the organization; ii) identifying and clarifying required service standards of ANP, and the expected behavior models to meet those standards; iii) designing and developing the curriculums, lesson plans and other material for pre and in-service training activities; iv) designing and developing methodologies and tools for testing and certification of the trainees at various levels. The study assessed the training institutions, namely, Police Academy, Police Staff College, regional training institutions and other thematic training institutions, whether they are having the capacity for providing acceptable quality of training, and capable of providing the appropriate instruction, practical training and testing activities. An excerpt from the assessment findings is provided in Box 2.

Box 2: Training and Educational Practices of ANP

Training system: pre-service and in-service training activities

- *Pre-service training activities* are implemented by the National Police Academy (NPA) and Regional Police Basic Training Institutions
- *In-service training activities* on management are implemented by the Police Staff College. Field training is implemented by specialized training centers, operated by other Departments, but regulated by TGC at provincial level.

Planning of training activities

TGC is responsible for the strategic oversight of all training activities of MOIA in accordance with the Five-Year Training and Education Policy which was approved by the DM Administration. On an annual basis, provinces and departments submit training proposals for assessment by the Training and Education General Unit. The results of this assessment are then considered by the Professional Development Board, consisting of the TGC Commander, Planning and Policy Deputy, the Training and Education General Unit Director, and the representatives from EUPOL, GPPT (German Police Project Team), and RS (Resolute Support).

Following the overall approval of the Board, TGC develops the Annual Training Plan which is subject to approval by DM Administration. This plan is simply a list of the training activities to be implemented in a particular year. It fails to consider the adequacy of the content and whether it is aligned to the strategic training requirements of the organization.

Needs assessment

A systematic approach using qualified staff in conducting needs assessment is lacking. Although Training Assessment Analysis Unit was established within the TGC structure in

2015, it does not have the capacity or guidance to conduct needs assessments and in reality exists only on paper. The unit consists of 3 administrators, 10 experts and 7 instructors. There is no a standard checklist or a methodology for conducting needs assessments, the instructors simply pay visits to the sites and conduct meetings with department heads and staff, and prepare their reports. The assessments are, thus, mainly based on the perceptions of those heads and staff of the relevant departments.

Curriculum development

ANP curriculum is prepared by the TGC's Curriculum Development Unit, which was established in 2013. The unit is responsible for development of curriculum, preparation and distribution of training materials. Reportedly, there are as many as 172 different types of trainings. The assessment was unable to determine whether the members of the unit have the necessary skills and experience to prepare the curriculum. No evidence of guiding documents to inform curriculum development was identified during the assessment.

Training issues and challenges

- Training programs assessed do not detail the expected behavior standards;
- There is no Institutional Manual detailing the service standards required for each training programme;
- There is no organizational system to ensure training delivered is applied in the field by both trainees and supervisors;
- Capability of trainers is exacerbated in regional training centers, particularly remote locations;
- Materials that are prepared by the instructors are generally in text mode; and not supported by enough level of depictions, scenario based workbooks or any other additional materials. Instructors basically prepare notes, rather than preparing lesson plans in a modern sense, which can standardize and guide the teaching process; and
- Staff interviewed reported a high level of dissatisfaction with the method of appointment of instructors, claiming that instructors are appointed based on recommendations (informal orders) of higher authorities and some do not have the required capacity or experience.

Legal and institutional arrangements:

- The commanders of the Police Academy and Staff College are two-star generals, whereas the acting commander of TGC which has oversight of these institutions is one-star. Due to the rank differentiation and while this arrangement continues, TGC will not be able to exert the expected strategic oversight of these subordinate institutions.
- The use of an external Assessment Centre could be introduced to increase trust and transparency in hiring and promotion practices. In modern police organizations, most hiring and promotion practices are done through Assessment Centers, which are mainly established outside the governmental agencies or entities, in order to make sure that assessments are free from institutional biases.

Following the submission of a programme package for Master of Police Education to the MOIA leadership, the MPD project has now received the endorsement from the Acting Minister together with the assignment of General Abdul Hadi Khalid, Senior Advisor to the

Minister, to lead the implementation⁷. The Acting Minister has also signed the Charter of Applicants, which specifies eligibility criteria of programme applicants, and the Terms of Reference for a TGC Commission to be set up to oversee the management of the programme. The MPD project has also provided support to the TGC Commission to prepare a work plan for the development of police selective subjects as well as the outline of the curriculum. Follow-up discussions are ongoing to finalize programme details with the service provider. This will include developing a phased approach, with realistic deliverables for each phase.

MOIA has also agreed for UNDP MPD project to play a greater role in recruiting, designing and implementing the Sivas programme as well as conducting follow-up programmes and impact assessments to ensure appropriate placement and utilization of their skills after the graduation. The new Sivas training proposal for additional 250 new female cadets was developed and approved by the Embassy of Japan. In order to ensure better programme management accountability, quality of the training programmes, and improved value for investment, UNDP will:

- Acquire a stronger involvement in the planning and monitoring of the training curricula, in particular with respect to tailoring it to meet the students' specific professional needs and purposes and in line with the aim for more community oriented policing;
- Along with members of the MOIA, undertake mid-term evaluations and management review of the training to ascertain the learning goals of the students and whether they are progressing according to the benchmarks;
- In close collaboration with the TGC, organize a 1-week follow-up training after six months of on the job mentoring. Additional skills enhancement trainings on some of the key organizational priorities will be provided and evaluations will be provided as a part of the broader monitoring and evaluation by UNDP; and
- Undertake a comprehensive impact assessment to provide tangible information on what kind of impact the Sivas training programme has rendered to the overall professionalization of the Afghan Police service.

Overall, the progress of this Output 2 of the Police Professionalization component is delayed with possible postponements of commencement timeline for the Future Leaders Programme and Master of Police Education programme.

⁷ The programme package includes: i) a brief outline of the Masters' Programme; ii) Duties and Responsibilities of the Maser's Programme Commission; iii) Applicants' eligibility criteria, and a draft Memorandum of Understanding between the MOIA and American University of Afghanistan.

Table 12: Summary of Progress on Output 2 of the Police Professionalization Component of MPD project as of March 2016

Indicator	Baseline	2016 Targets	Q1 Planned	Q1 Actual	Comments
A: Extent to which MOIA training and education provision and resources meet current and projected police priorities at national and subnational level (disaggregated by gender and human rights related recommendations)	Limited extent of MOIA training and education provision and resources meet current and projected police priorities at national and subnational level	Initial recommendations on prioritized investments submitted for approval	Assessment completed.	Assessment completed.	
B: Extent to which MOIA trainer capacity meets MOIA's expanded requirements at national and subnational level (disaggregated by gender and human rights related recommendations)	MOIA trainer capacity does not meet MOIA's expanded requirements at national and subnational level	Initial recommendations on prioritized investments submitted for approval	Curriculum and programme details discussed and finalized with service provider and ready for implementation.	The outline of the Master's level Instructor Development Programme endorsed by the MOIA leadership.	
C: Extent to which middle-rank officers (male and female) have visible leadership development opportunities that are consistent with MOIA's needs	Middle-rank officers (male and female) have limited leadership development opportunities that are consistent with MOIA's needs	Leadership programme implemented as per approved curriculum	Concept note developed and approved by MOIA leadership.	A blueprint for an accelerated Future Leadership Programme developed.	Difficulty to identify and recruit a qualified specialist to lead the work.
D: Extent to which current and new training and evaluation approaches feed directly into Human Resources staff development and promotion policies and decisions	Current and new training and evaluation approaches do not feed into Human Resources staff development and promotion policies and decisions	Recommendations on application of current and emerging training and evaluation approaches to HR staff development and promotion policies	Assessment of requirements and policy mapping completed.	Initial assessment of MOIA Staff College leadership program completed.	
E: Percentage change in the representation of women police officers at all ranks, including analysis at provincial level	2,200 women police officers	3,000 (Average 5 percent increases every six months since baseline in July 2015)	2,630: 20% change (increase) from baseline	2,630: 20% change (increase) from baseline	No significant change is expected until the next batch of Sivas graduates are deployed in Q4 2016.

F. Output 3: ANP community partnership approaches

This output supports efforts that are already in place to enhance collaborative approaches on community safety and security with community stakeholders. It focuses on the expansion and strengthening of selected key initiatives, including expansion of Police-e-Mardumi, functionality improvement of Police Women Councils (PWCs), expansion of police information desks, renovation of 119 call centers, expansion of District Safety and Security Surveys, and functionality improvement of Family Response Units (FRUs). Crucially, they serve as external accountability mechanisms which can provide stakeholder feedback to improve police accountability and enhance the public trust and confidence of the police.

Preparations for the expansion of these key initiatives are well underway. The list of 12 provinces for new Police-e Mardumi units has been approved, along with the Terms of Reference (ToR) for the expansion. The consultation has taken much longer than expected. However, the procurement process to assist in office establishment has been initiated and the work will start in earnest in Q2 2016. The list of new provinces has also been identified for the establishment of new information desks. However, an agreement was reached with the MOIA to reduce the number of new information desks to be established in 2016 from 48 to 12. This will ensure better quality assurance and avoid straining MOIA's capacity to maintain and sustain them. The ToR for the expansion of information desks is currently being prepared. The Helmand 119 assessment has been completed and the ToR for the renovation of the Kabul center with the development of a central database and online platform has been finalized.

The MOIA's intent to make the police more community oriented has been supported by strong statements of support by political leaders. The MOIA, with support from the MPD project, organized a two-day national conference on community policing. The event was opened by the Chief Executive of National Unity Government, Dr. Abdullah Abdullah, Senior Deputy Minister for Security and Acting Minister of Interior Affairs, General Abdul Rahman Rahman, Head of Parliamentary Internal Security Commission, Mr. Mirdad Khan Nejrabi. Approximately 350 participants from 20 provinces of Afghanistan attended the conference and shared their recommendations for the police to adopt democratic policing principles and work towards serving the people. A joint Declaration for the community oriented policing to be the fundamental approach of policing in Afghanistan was signed following the conclusion of the conference. The Declaration will help pave the way for the expansion of Police-e Mardumi units and Police and Community Partnership Committees in the targeted provinces for 2016 and beyond.

Following the launch of the findings of the DSSS by the Minister in November 2015, the MPD project organized seven provincial launches in Parwan, Panjshir, Kapisa, Bamyán, Balkh, Herat, and Nangarhar. In collaboration with the MOIA, seven provincial workshops were organized during the months of January and February 2016 to share the survey findings and facilitated discussions on how the District police could use the survey findings to develop joint action plans between police and communities.

Criteria to assess functionality of Police-e-Mardumi units, PWCs, and FRUs have been developed to help establish baselines and areas for future improvement. The MPD project is making investments to improve the functionality of these units. However, there was no

specific criteria developed in the past to provide a clear picture of what their full functionality might look like. Through consultations with key stakeholders and reviews of relevant research work and documents, the functionality criteria Police-e-Mardumi units, PWCs, and FRUs have been identified. To help establish the baselines, the MPD project's Regional Coordinators are using the developed criteria to assess the functionality of these units in the provinces and it is expected that the assessment will be completed at the end of April or early May 2016. The assessment findings will provide a basis for the development of training and capacity building activities for these respective units in selected provinces. As an illustration, the functionality criteria for FRUs are provided in Box 3:

Box 3: Functionality criteria for Family Response Units (FRUs)

- **Defined governance:** The FRU is an integral part of the CID with clear roles, responsibilities, job descriptions, and trained, adequate staffing. The FRU receives clear guidelines clarifying the type of offences that must be investigated and forwarded to the prosecution.
- **Accessibility and facility:** The FRU's location is easily accessible by complainants; Complainants can immediately consult with FRU without having to pass by policemen; The FRU has a victim friendly dedicated and conducive space and facility with a separate interview room.
- **Effective mechanism and system:** Effective mechanism and system exist for case registration, follow-up of cases, mediation, investigation, and prosecution.
- **Services:** The FRU is able to effectively provide victim support, mediation, agency referrals, support and advice on court procedure, collating evidence, and proactive community outreach.
- **Agency coordination:** The FRU maintains an inter-agency coordination and interacts with Department of Women's Affairs, Huqooq offices, AGO, ERAW units, courts, and other relevant offices.

Overall, the progress of Output 3 of Police Professionalization component is on-track. In 2016, the expansion and functionality improvement plans for the selected initiatives will be implemented in the targeted provinces. Conduct of the DSSS in an expanded number of districts will commence. Community policing as a general policing approach is anticipated to be increasingly adopted, showing the tangible results of enhanced trust and confidence.

Table 13: Summary of Progress on Output 3 of the Police Professionalization Component of MPD project as at the end of March 2016

Indicator	Baseline	2016 Targets	Q1 Planned	Q1 Actual	Comments
A: Percentage of 40 Police-e Mardumi (safety and security) committees (2 each in 20 provinces) that are fully functional (disaggregated by those that have female community member participation)	10%	100 percent of committees established and functional	Establishment of new Police-e Mardumi units commenced.	List of 12 provinces approved and procurement process to assist in office establishment initiated.	
B: Percentage of established Policewomen's Councils that are fully functional	10%	100 percent: Action Plan and content delivery completed; all Councils fully functional	Action Plan developed at 2 nd National Conference approved and the TOR for the development of reporting mechanism developed.	The Action Plan was submitted to the Women's Affairs, Human Rights and Child Rights General Directorate in January 2016 and the approval is still pending.	
C: Percentage of 40 new information desks in 12 provinces that are fully functional (disaggregated by those that have female staff)	31 Information desks in 3 provinces are functional	100 percent: Action Plan and content delivery completed; 40 new information desks established and functional	Terms of Reference for the establishment of 40 information desks and training of 390 Information Desk Police Officers developed and at the review stage	List of 12 provinces approved for the new information desks approved. TOR is in the development stage.	
D: Percentage by which the national 119 service has been expanded through increased facilities and staff capacity (disaggregated by those that have female staff)	TBD (percentage of staff/hours providing a live call response)	TBC from assessment (agreed percentage increase in number of staff/hours)	The reactivation of Helmand completed. TOR for renovation of Kabul center finalized. Two provinces for 119 service expansion to be agreed by MOIA.	Assessment of 119 in Helmand completed. TOR for renovation of Kabul center finalized. No agreement on two provinces for 119 service expansion.	
E: Extent to which preparations for annual District Safety Security Surveys (DSSS) in 20 provinces (40 districts) are in place	No preparation for expansion of annual District Safety Security Surveys (DSSS) in place	Survey completed as per agreed modality and published	Requirements identified and list of additional districts and provinces for expansion agreed by MOIA.	List of additional districts and provinces for expansion revised.	
F: Extent to which DSSS findings are analyzed and visibly used to inform	DSSS findings are not used to inform strategic	DSSS findings used to develop joint action plans	Pilot DSSS findings used to develop joint action plans between police and communities.	Provincial workshops organized to disseminate findings and facilitate	

Indicator	Baseline	2016 Targets	Q1 Planned	Q1 Actual	Comments
strategic planning, programming and service delivery	planning, programming and service delivery	between police and communities		discussions on how the survey findings could be used to develop joint action plans between police and communities in 7 provinces.	

Project Management Support

G. Output 1: MPD project implementation

In this reporting period, the MPD project - with support from the UNDP Rule of Law and Human Security Unit, UNDP Country Office Human Resource department and Procurement department, continued to identify new talents and suitable candidates to fill in key project positions and consultancies. This has included 7 project staff and 12 national and international consultants, namely the new Chief Technical Advisor for the Police Professionalization component, Technical Specialist for Police Training and Education, BPR Coordinator, Communications Officer, M&E Specialist, Human Resources Specialist, Complaint Mechanism Specialist, Technical Specialist for Legislative Reform, four Capacity Development Officers for i) BPR, ii) On-the-job training, iii) ICT and digitization of work processes, and iv) MIS development, Policy Review Specialist, FRU Maturity Assessment Expert, Training and Capacity Assessment Specialist, Security Specialist, Safety Outreach and Community Sensitization Officer, Gender Specialist, and Gender Officer. In addition, the bid evaluations of two consultancy services for MOIA – i) Business Process Development, and ii) ICT/MIS/ERP Development – have been completed. The successful bidder – Ernst & Young (India) – will start the work in Q2 2016.

The MPD project continued to use the MS Project implementation plan to track specific responsibilities for implementation of the activities detailed within the AWP. The project implementation rates for the Institutional Development and Police Professionalization components stood at 14% and 18% respectively by the end of March 2016. Despite the challenging security situation, the more targeted strategies that the project has adopted for recruitment seem to be paying off. With the human resources capacity in place, the project expects the rate of implementation for the different work areas to increase significantly in the coming months.

The progress of activities being implemented were also regularly communicated to MOIA and partners through regular joint TWG, general TWG, and Sub-TWG meetings. In 2015, 5 Sub-TWG and 3 TWG meetings were organized for the MPD project. These meetings continued to serve as a useful platform for technical discussions and information exchanges. To assist in planning and workload management, a fixed schedule for these meetings has been established as follows:

- Sub-TWG meeting for the Institutional Development - First Tuesday of every month
- Sub-TWG meeting for the Police Professionalization – Second Tuesday of every month
- TWG meeting – Last week of every month

For this reporting period, 4 Sub-TWG and 3 TWG meetings as well as a LOTFA's Phase I (July-December 2015) Review meeting were organized:

- 2 Sub-TWG meetings for the Institutional Development component (2 February, and 1 March 2016);

- 2 Sub-TWG meetings for the Police Professionalization component (9 February, and 8 March);
- 3 joint Technical Working Group meetings (26 January, 22 February, and 23 March 2016); and
- 1 LOTFA's Phase I Review meeting (23 February 2016).

On the MPD's monitoring framework, a review was carried out to ensure it was aligned with the specific activities that the project is focusing on and with a view to measuring practical results. The intention is to provide both the project and MOIA a more realistic and measurable picture of capacity in order to inform both existing and future interventions. The project's indicators were reviewed and 40 draft revised ones for the six outputs of MPD project were presented at the TWG meeting on 23 March 2016, along with the methodological note which explains the indicators' specific qualitative criteria. The MPD project staff will work with relevant MOIA counterparts to discuss and agree on the indicators, their baselines and targets. The final draft of the monitoring framework and indicators will be presented at the TWG meeting in April before being presented subsequently to the Project Board for approval.

The work to collect data for the revised indicators' baselines in provinces are underway. The Output 3 of the Police Professionalization component focuses on the expansion and strengthening of selected key initiatives, including the Police-e-Mardumi, PWCs, and FRUs. To help establish the baselines, the MPD project's Regional Coordinators are using the developed qualitative criteria to assess the functionality of these units in the provinces and it is expected that the assessment will be completed at the end of April or early May 2016. The assessment findings will provide a basis for the development of training and capacity building activities for these respective units as well as to track the progress and results in these areas.

LOTFA MPD has also been working to implement the remaining recommendations from the 2014 DIM audit, the Country Office Support Services to LOTFA audit and UK Due Diligence assessment. As of March 2016, 7 of the 11 recommendations from the UK Due Diligence assessment have been implemented and three remain under implementation.

H. Output 2: Construction work carried over from LOTFA Akheri

Following the decision to resume the DM Support Building construction in late 2015, UNDP has been monitoring the work closely with the contractor and the MOIA Facilities Department, but limited progress is witnessed due to the cold climate and the delay by the MOIA Procurement Department to finalize the approval of the second contract amendment for the constructor. The Ministry of Urban Development has issued a Ministerial order requesting all construction work in Kabul to be halted from 31 January to 3 March 2016 due to the cold weather which could compromise the quality of concrete work. Furthermore, the Procurement Department of MOIA has not finalized the contract amendment for the constructor, causing payment delays and inability for the company to operate at its full capacity. The amendment is to rectify ambiguities in the contract documents and include additional work needed to ensure work quality. Despite regular follow-ups, the issue has not yet been resolved. With these factors affecting the progress, a new no-cost extension request to 31 December 2016 has been submitted to the Embassy of Japan, pending

approval.⁸ Taking into account the additional work recommended by the recent engineering assessment, the completion rate of the construction work now stands at 71%.

⁸ The Embassy of Japan approved the request for No-Cost Extension, by letter dated 11 April 2016. However, this approval falls outside of the reporting period, and therefore will be formally reported in the Q2 2016 project progress report.

Table 14: Summary of Progress on Output 1 of the Project Management Support of MPD project as of March 2016

Indicator	Baseline	2016 Targets	Q1 Planned	Q1 Actual	Comments
A: Percentage of project implementation rate	0%	100%	25%	14% for Institutional Development component and 18% for Police Professionalization component.	
B: Number of Project Board and MPD TWGs organized	0	24 Sub-TWGs and 12 TWGs	6 Sub-TWGs, 3 TWGs	4 Sub-TWGs, 3 TWGs, 1 LOTFA Phase I Review meeting held.	2 Sub-TWGs were cancelled due to the 'Grey City' alert
C: Rate of donor satisfaction with timeliness and quality of donor reports	To be established	8 out of 10 on a 10 point scale	Between 7 and 10 on a 10 point scale	LOTFA Q3 and Annual Report were finalized and distributed to LOTFA partners	A donor survey will be developed for this purpose in Q2 of 2016.
D: Number of UK Due Diligence recommendations implemented	6 out of 11	11 out of 11	6 out of 11	7 out of 11	Four remaining UK DDA recommendations are under implementation
E: Percentage of audit recommendations that is on schedule for implementation	6 out of 8 implemented	8 out of 8 implemented	6 out of 8	7 out of 8	The implementation of the remaining recommendation is in progress.
F: Extent to which data collection methodologies for indicators are implemented	Data collection methodology yet to be established	Data collection methodology developed and implemented for quarterly reports	Data collection methodology developed and finalized.	The methodological note presented at TWG. MPD's Regional Coordinators are engaging in the data collection for baselines of some key initiatives in the provinces.	Data collection methodology to be implemented for Q2 2016 report.

Table 15: Summary of Progress on Output 2 of the Project Management Support of MPD project as of March 2016

Indicator	Baselines	2016 Targets	Q1 Planned	Q1 Actual	Comments
Percentage completion of contract on DM Support Building between the DM and the contractor	55%	100%	80%	71%	Cold climate and the delay by the MOIA Procurement Department to finalize the approval of the second contract amendment for the constructor have contributed to the limited progress.
Percentage completion of female police toilets and dressing rooms in 39 locations	5%	100%	Same as baseline	Same as baseline	The HACT assessment ⁹ was completed in Q1 2016 and discussion on the procurement modality is ongoing.

⁹ HACT or Harmonized Approach to Cash Transfer is as a common operational framework for disbursing cash to government and non-government implementing partners with the objective to support a closer alignment of development aid with national priorities and strengthen national capacities for management and accountability.

V. GENDER SPECIFIC RESULTS

LOTFA is making investments to strengthen its efforts to mainstream gender within the work of both the SPM and MPD projects. To support the implementation of MOIA's Ten-Year Vision for the ANP, LOTFA has adopted a two-pronged strategy: 1) 'advancement of enabling the organizational culture and capacity to change discriminatory attitudes of police personnel and to improve the organizational capacity of the MOIA/ANP to fulfill and perform its functions in light of its gender responsibilities and obligations'; and 2) 'advancement of effective gender-sensitive policing services through support for women's entry into police services and capacity building of female police officers to carry out their respective roles and responsibilities.'

The SPM project carried out a gender mapping exercise to identify potential areas for gender specific results. The SPM and MPD projects are coordinating to ensure that gender is mainstreamed at the policy level. The approach is aimed at creating an enabling environment through legal and policy reform to assist MOIA/ANP in advancing human rights and gender for police. The other initiative is to ensure that PFOs supply gender-disaggregated data to be entered into WEPS.

The MPD project takes a cross-cutting approach to actively promote gender and human rights and gender specific results for Q1 2016 are summarized as follows:

Gender mainstreaming in the MOIA legislative and policy framework

The MPD project continued to provide technical support on the legal and policy review to ensure that the gender perspective is mainstreamed. Specifically, recommendations were provided to strengthen the MOIA Gender Policy and gender-focused discussion sessions form an integral part of the six planned regional legal consultations across the country. The MPD project reviewed the draft MOIA Gender Policy and the following specific suggestions were shared and incorporated:

- the Policy should move beyond emphasizing current standards and expanding Tashkeel for women recruitment in the ANP, but more on mainstreaming gender into the daily work and strategic planning of MOIA/ANP;
- it should prescribe a clear process of incremental changes in the policies, strategies and activities to ensure that attention to gender equality will pervade all policies, strategies and activities and that women and men can influence, participate in, and benefit equitably from all interventions; and
- The Women's Affairs, Human Rights and Child Rights General Directorate as a taskforce within the MOIA must work to develop an inventory of good practice examples on gender mainstreaming. Such good practices can be further developed and used in upcoming plans, strategies and policies of the MOIA.

The Gender Policy has now been endorsed and approved by the MOIA.

As part of the participatory legislative reform process, the first regional legal consultation was organized from 12-14 March in Jalalabad, Nangahar province. The meeting was well attended by police (including female police), MOIA officials, other justice institutions, religious and community leaders, and civil society representatives. A number of recommendations have been proposed to amend the Police Inherent Law, and other policies governing service conditions for female police, particularly with regard to harassment of female police by male police; lack of transportation; lack of dressing rooms and lack of special places for making ablution and prayer; lack of dining facilities; promotion and career development.

Regarding the implementation progress of the MOIA Gender Strategy, limited progress was made in Q1 2016. Sixteen highest priority gender tasks to address key constraints to gender institutional mainstreaming have been identified and included in the 1395 Gender Workplan. A coordination meeting was supposed to take place in Q1 2016 to allocate responsibilities for each of the activities, prepare M&E and Implementation plans, identify any data needs for the reporting obligations, and assess the supporting policy and legal framework needed for implementation of the Workplan. However, the proposed meeting did not receive due attention from key stakeholders in the MOIA, risking further delays in implementing the 1395 Gender Workplan.

Female police professionalization through the Sivas Police Training initiative

MOIA has also agreed for UNDP MPD project to play a greater role in recruiting, designing and implementing the Sivas programme as well as conducting follow-up programmes and impact assessments to ensure appropriate placement and utilization of their skills after the graduation. The new Sivas training proposal for additional 250 new female cadets was developed and approved by the Embassy of Japan. The improved programme management accountability will not only contribute positively to the female participation in the ANP, it will also ensure their full deployment after graduation and prevent future attrition. The number of female police officers dropped slightly from 2,630 in December 2015 to 2,609 at the end of March 2016 due to some long-absence-induced dismissals.

Strengthening the Police Women Councils to improve the position of female police

The Action Plan aiming to make PWC more effective and better able to contribute to police professionalization was finalized and submitted to the MOIA leadership for endorsement. The Action Plan was developed during the second National PWC Conference in November 2015 which was attended by 270 female police officers. Subsequent discussions were held with relevant MOIA counterparts and the final Action Plan was submitted to the Women's Affairs, Human Rights and Child Rights General Directorate in January 2016, and the approval is still pending. The Action Plan has 4 key priority areas: i) structured advocacy campaigns for the women recruitment, ii) equal opportunity for career development, iii) improved working and service conditions, and iv) strong protection measures against workplace violence and discriminations.

In addition, specific qualitative criteria for the PWC functionality have also been developed and communicated to MOIA for a baseline assessment and future assessments to measure progress

and achievements of the MPD's project interventions in this area. The functionality criteria of a PWC include:

- Raise the awareness and understanding of issues affecting women within the ANP and MOIA;
- Serve as an effective platform for police women to receive and solve women police problems/complaints
- Facilitate and contribute towards discussions on issues of concern to both male and female police officers;
- Provide the female perspective and voices;
- Stimulate and to deliver a contribution towards equal representation of men and women within every layer of the police organization; and
- Contribute to the continuous professional developments of all its members.

Accountability and transparency in handling female-related complaints

More transparent, effective and accountable MOIA complaints mechanisms will deter actions and crimes related to abuse, harassment and exploitation of police women and women in general. The MPD has taken the approach to review and improve the whole complaints mechanism rather than just the aspects relevant to complaints by female police. The situational analysis of blockage and gaps of the complaints mechanism was conducted in 2015. By taking a broader institutional perspective, the analysis has provided a better understanding of the structural constraints and current institutional practices that may help or hinder the functioning of the existing complaints mechanism. At least nine internal points of contact for receiving incoming complaints were identified and the work to map their processes and procedures with a strong gender lens has now been completed for four out of the nine 'touch points'¹⁰.

International Women's Day

The MOIA, with support from the MPD project, marked the 2016 International Women's Day by highlighting the challenges affecting women within the MOIA/ANP and showcasing stories of courageous policewomen of Afghanistan. Specifically, nine female police from Ghor, Badakhshan, Kunduz, Jawzjan, Kabul, Baghlan, Laghman, Nimruz, and Helmand were publicly recognized for their efforts and sacrifices in a half-day event attended by more than 700 MOIA/ANP personnel.

¹⁰ The nine identified complaint touch points include i) the Legal The Legal Affairs General Directorate, ii) the 119 call center, iii) the Office of the Inspector General, iv) the Family Response Units at Provincial level, v) the Women's Affairs, Human Rights and Child Rights Directorate (WAHRCR) both in the center and in the provinces where they are represented, vi) Criminal Investigation Directorate, vii) Intelligence General Directorate viii) the Police Prosecutor, and ix) Provincial Chiefs of Police.

VI. PARTNERSHIPS

Recent changes in MOIA Senior Leadership resulted in new working relation between the MOIA and LOTFA on key project output areas, at both political and technical levels for coordinating the implementation of key project activities. The Minister for Interior Affairs appointed the Deputy Minister (DM) for Policy and Strategy, Mr Masoud Ahmad Azizi on 2 February 2016 as the National Director for LOTFA. This defines the DM Policy and Strategy as the MOIA focal point responsible for LOTFA matters.

During the period under review, the SPM project collaborated extensively with MOIA and CSTC-A. The process of designing the Payroll Unit Plan and its implementation requires leadership from MOIA and UNDP, and close coordination with CSCT-A. There have been a number of consultations with MOIA at both the political and technical levels, particularly with the General Directorate of Finance and Budget, and well as the Directorate of Personnel. The SPM project has also engaged strongly with CSTC-A to plan a 'facilitated transition' that takes into account the staffing needs for both MOIA management of WEPS and APPS and so minimizes the burden for the MOIA to deal with both transitions at the same time.

Since the beginning of the year, UNDP and MOIA have collaborated in development of a proposal in support of the civilianization process in the MOIA. This proposal is also being developed in close consultation with all stakeholders supporting civilianization in MOIA and providing technical assistances to the Ministry. The proposal will assess the overall technical assistance provided to MOIA and the gaps that exists in the core mid-level functions of the ministry. The SPM has also engaged with MOIA and the donors in setting up the Pay Compensation Board. The Pay Board is expected to be functional in Q2.

At the strategic level, the Donor Conditions Document approved by the President on 21 November, 2015, provides the overarching partnership framework for the current SPM project. It is within this context that UNDP organized a meeting with donors on 23 February 2016 to review Phase I progress.

The MOF, through a Memorandum of Understanding (MOU) with the central bank works with the banking sector to facilitate the expansion of EFT, mobile banking, or other commercial bank payment services. The MOIA, MOF and UNDP signed a Letter of Exchange on 17 December 2015, for a mobile banking pilot program, initially targeting about 6,000 police officers in 6 remote districts of Kandahar Province. The pilot now covers three provinces, including Helmand and Paktika. This measure will support the MOIA to move police officers from the Trusted Agent mechanism onto EFT.

The projects works through TWGs to ensure close monitoring and implementation of the AWP, as well as deliberating on the emerging issues and risk for the successful transition of payroll management to MOIA by December 2016. By the end of Q1, 13 TWG meetings been held.

Internally, the two projects SPM and MPD are mutually reinforcing. The two exchange information in their monthly meetings (three meetings held in Q1). There is clear collaboration between the two projects.

Partnerships with the international community

Coordination with international partners has been done regularly on various topics to ensure coherence between SPM and MPD project activities and international community initiatives to strengthen MOIA and the Rule of Law in Afghanistan. These relevant bodies include, but are not restricted to, the Secretariat of the International Police Coordination Board (IPCB-S), the European Union Police Mission in Afghanistan (EUPOL), the Combined Security Transition Command – Afghanistan (CSTC-A), the Strategic Support to the Ministry of Interior Programme (SSMI), the Resolute Support Mission (RSM), the German Police Project Team (GPPT), the United Nations Assistance Mission in Afghanistan (UNAMA), United Nations agencies and other multilateral organizations.

More specifically, the MPD project is working closely with EUPOL to establish working procedures for transitioning in light of its drawdown. Areas that EUPOL focuses on and that require further international support to engage with the MOIA include community policing, female police, international coordination and police-prosecutor coordination and in aspects of Human Rights.

Partnerships with educational institutions and South-South Cooperation

The MPD project's capacity development tools and approaches include investing in MOIA trainers and educators through partnerships with academic institutions and South-South cooperation. With support from the MPD project, the Training and Education General Command (TGC) has successfully established partnerships with Afghan universities to provide services and expertise for the higher education provision.

A regional collaboration with the Indonesian National Police and Bangladesh Police is also established to enable direct engagement and network development for the ANP and these regional police institutions. Exchanges of visits for the delegations and subject matter experts will be arranged for the areas where gaps exist or where critical areas of expertise can be deployed.

Partnership at the local level – communities and authorities

The MPD project supports the MOI Community-Oriented Policing “Police-e-Mardumi” Directorate to build and strengthen the Police and Community Partnership Committees in 17 provinces. The approach aims to help reinforce trust with community members and with police and other officials.

VII. ISSUES

Issues related to SPM:

- **Backlog of MA Reports:** The delay in the submission and finalization of MA reports of 2015 by the contracted MA (Moore Stephens) is a major concern to UNDP. As of March 2016, the MA reports for January – April have already been finalized, the final MA reports for May – June are to be received shortly, the draft MA reports for July – September are currently under review by the MOIA, and the draft MA report for October – December are pending to be received by UNDP. The SPM project and the Country Office Rule of Law and Human Security Unit have taken up this issue directly with Moore Stephens in order to resolve these delays, so as to avoid or minimize to the extent possible any further impact on the expediency of resolving MA findings for 2016. Donor are also concerned that the backlog could impact on the expediency of resolving the ineligible expenses for 2016 and the effect that ineligible expenditures of 2015 would have on the pay budget of 2016. For the MA reports for the period January – September 2015, while the majority of the Expenditure Verification findings were resolved, various findings related to Physical Verification and Systems' analysis were still pending. It remains crucial that the MOIA ensures representation at appropriate levels for the MOIA coordination meetings, to ensure that the findings get resolved within the established timeframe.
- **Variances between WEPS and AFMIS monthly expenditure reports:** There has been recurring variances between WEPS and AFMIS monthly expenditure reports since 2015. The summary of WEPS vs AFMIS expenditure analysis for the 12 months of 2015 shows growing variances between the two systems. The expenditure for the WEPS for 2015 was AFN 25,854m, while that of AFMIS was AFN 26,924m, showing a variance of AFN 1,070m. The total WEPS cumulative expenses by the end of February 2016 was AFN 2,145,006,836 (approx. US\$31.54 million), while the cumulative expenditure for AFMIS over the same period AFN 2,052,744,221 (approx. US\$30.19 million), giving the total cumulative difference of US\$1.35 million. The MOIA attributes these variances to timing differences. However, SPM has called for the reconciliation for the two systems to establish and confirm the actual causes. The SPM project has been offering to assist in the reconciliation of the figures which is under the responsibility of the MOIA.
- **Disaster Recovery and Resilience (DRR) site:** There has been slow progress on the implementation of the Disaster Resilience and Recovery (DRR) Plan since December 2015. Donors and SPM agreed that the DRR Plan had to be implemented with urgency. This matter has been raised on a number of occasions in different fora and has also been brought to the attention of the MOIA- ICT and Deputy Minister for Policy and Strategy. This is among the top priorities for the SPM AWP for 2016.
- **Access to AHRIMS data for the MA:** MOIA has granted the SPM project only partial access to AHRIMS. This has been an important step for setting up the Payroll unit, as this allows for real time data verification and thereby greatly improving data accuracy for performing payroll tasks. However, despite obtaining access to AHRIMS reporting, the SPM project

could not generate reports for data matching purposes with WEPS. LOTFA and the donors have requested AHRIMS access for the Monitoring Agent, as this will also greatly enhance their capacity in providing assurance services over payroll. Access to AHRIMS would allow the MA to verify WEPS data against AHRIMS data and detect inconsistencies between both data sets. The access, however, has not yet been granted. There have been positive discussions between MOIA, CSTC-A and the SPM project to address the matter. If not resolved, the TWGs have advised to engage higher authorities in MOIA over the matter.

Issues related to MPD:

- **Lack of Tashkeel approval for key units to help the MOIA lead and manage reform:** The MPD project is currently providing consultants to fill in the manpower gaps in some of the MOIA's key units, namely the GD M&E, GDIC, and Capacity Development Coordination Unit. The plan is to transition these consultant positions into Tashkeel positions, but the Tashkeel approval process is facing delays. The MPD project will follow up closely with the MOIA on the approval process.
- **Weak practical implementation to move forward the 1395 Gender Workplan and other gender-related activities:** Based on the MOIA's gender obligations, the MPD has provided assistance in Q4 2015 to prioritize 7 areas and 16 related activities for 1395 implementation. These priorities were discussed and agreed among key MOIA stakeholders at a roundtable meeting in November 2015 and presented at the sub-TWG in January 2016. Subsequently, the MPD project has assisted in developing a Gender Workplan for 1395 and communicated to the MOIA a need to convene a coordination meeting in order to agree on the implementation plan and responsibilities among the relevant Directorates/Departments. However, the coordination meeting has not yet taken place, risking further delays in fulfilling the gender obligations. The MPD project is also experiencing a similar delay with the approval of the PWC's Action Plan. It was duly submitted to the Women's Affairs, Human Rights and Child Rights General Directorate in January 2016, and the approval is still pending. The MPD project will seek support from the MOIA leadership to address the issue.
- **The Business Process Re-engineering (BPR) concept remains new to the MOIA, posing implementation challenges:** The target Directorates/Departments are being guided through exercises to deepen understanding. The BPR Specialist is now on board to further the process. A MOIA-led Reference Group has also been established to ensure effective coordination and to serve as a forum to address concerns and issues as they arise during the implementation.

VIII. RISKS

This section describes any substantial change in the status of already identified risks. The updated full risk log can be found in Annex 3.

Risks related to SPM:

- **Security:** Security remains a high risk for the impact the security conditions have on the implementation of the project. For example, MOIA has cited security as the main challenge that has caused the very slow pilot mobile banking registration process for the three provinces, Helmand, Paktika and Kandahar. The data cleansing exercise has also been affected as MOIA are not able to issue police ID cards to all the police forces. The security situation has continued to impact negatively on the ability of UNDP to attract international expertise for the project.
- **MOIA and third party commercial vendors are not able to support changes needed to implement approved process changes and expansion of AHRIMS:** This risk is being addressed as the APPS will build on the current AHRIMS capabilities. As part of the donor conditions there would be a MOU between CSTC-A and MOIA in which one of the requirements would be to allow direct linkage between MOIA and third party commercial vendors.
- **MOIA is not able to identify personnel with actual or potential knowledge, skills, and abilities for tailored payroll training:** There has been no significant change to this risk. The MOIA has difficulty in identifying personnel with the required knowledge, skills, and abilities for tailored payroll training. As a mitigating measure, the model for the MOIA Payroll Unit foresees in the current SPM staff moving to the MOIA and being placed on Tashkeel under the CBR model.
- **MOIA building move is not completed in time for preparation and installation of DRR site:** There has been no change to the status of this risk. LOTFA is still awaiting notification on exact date for the move to the new MOIA HQ site.
- **MOIA is not able to expand fibre or other improved connectivity between the central and sub-national levels, where needed:** There has been no change to the status of this risk. Progress on expansion of fibre and intranet connectivity has been hampered by uncertainties surrounding change in MOIA HQ location and EPS, and electricity challenges.
- **MOIA does not expand AHRIMS, MOIA does not work with Netlinks to ensure expansion of AHRIMS capability, to include GDPDC:** This risk has decreased as it has become part of the donor conditions that the MOIA will establish an MOU between CSTC-A and MOIA in which one of the requirements would be to allow direct link between MOIA and third party commercial vendors.

- **MOIA, MOF, RS, and UNDP are not able to successfully conclude agreement for delivery of linked systems and capacity building activities:** This risk has decreased as it has become part of the donor conditions that the MOIA will establish an MOU between CSTC-A, MOIA, MOF and UNDP detailing the partnership modalities for delivery on systems and other capacity building matters.

Risks related to MPD:

- **MOIA leadership is not fully supporting institutional reform, change management approach and capacity development, with cooperation among all Deputy Ministers:** This risk has increased with the change of Minister and the appointment of the new Minister. This will result in delays in obtaining approvals for a variety of initiatives. As a risk mitigation measure, the project team members will identify opportunities to work closely with the new leadership to secure the support. Regular dialogue will be held to share relevant information and receive guidance from the new MOIA leadership.
- **The MOIA is not able to increase qualified staffing with female personnel in the Office of the Inspector General (OIG):** Currently, the OIG has no female personnel to handle female-related complaints. As part of the annual workplan for the institutional development component in 2016 (Activity Result 3.3, Activities 3.3.1, 3.3.2), the activities that were planned under Activity Result 3.3 cover job descriptions and training for female complaints personnel based in the OIG who are involved in the analysis and processing of complaints. The inability to recruit female personnel would present obstacles to implement the activities in the workplan. The MPD will continue to monitor progress with feedback and dialogue with senior leadership of the MOIA and seek to advocate with other stakeholders inside and outside of the MOIA.
- **Appropriate local alternative/supplementary education providers do not exist (e.g., for graduate and postgraduate courses):** This risk is being addressed. The Project is assisting the Training and General Command (TGC) in their discussions to establish partnerships with in-country universities. Currently, TGC is reviewing the proposals made by the American University of Afghanistan (AUAF) and also exploring similar arrangements made by other stakeholders.

IX. LESSONS LEARNED

During Q1 2016 of the implementation of both the SPM and MPD projects, the following lessons learned emerged:

- **Government leadership, ownership and commitment is central to the successful realization of intended results:** Government ownership and steering of the civilianization process has shown positive results during this phase. The increased involvement of the MOIA in the TWG and in the resolution of issues emanating from the MA reports provides confidence in the capacities of the MOIA to take over payroll management responsibilities.

- **A business continuity plan needs to be in place:** The Kunduz incident of 28 September 2015, in which a lot of ICT equipment was destroyed and the central bank and commercial banks closed due to insufficient cash, reminded LOTFA partners of the crucial importance to have the DRR plan in place. There is a need to implement the DRR Plan as a matter of urgency as part of a business continuity plan.
- **Stakeholder consultations and support are critical:** The MOIA leads the process of policy review and development. However, involving stakeholders in the process will ensure that end products meet expected standards and are nationally owned. In this sense, the development and implementation of the Payroll Unit Plan will need ongoing strong commitment and support from the Government and donors.
- **Efforts to put the MOIA in the driving seat has resulted in stronger engagement and ownership of the work:** At the sub-TWG meetings, the MPD project shares progress of different thematic work areas or findings of consultancy and/or analytical work done. In the past, the responsible MPD project staff would take the lead to present. However, since Q4 2015, the practice has changed and the relevant MOIA counterparts have been approached to present instead. This change of practice has resulted in stronger engagement and ownership of the work among the MOIA counterparts.
- **A more robust results and monitoring framework has helped align the project's activities with practical and meaningful results.** After the completion of Phase I (December 2015), the project has gained a better understanding of key challenges and constraints facing the MOIA/ANP. This has, in turn, enabled the project to i) articulate the intended results more clearly and meaningfully among its staff, MOIA counterparts, and key stakeholders; ii) improve the planning effectiveness, and iii) revise the indicators to focus more on what is critical and what should be measured to better inform the project progress towards achieving the expected results. The new results and monitoring framework has provided the MPD project, MOIA, donors, and key stakeholders a more realistic and measurable picture of capacity in order to inform both existing and future interventions.
- **More effective and innovative ways of communications have helped stakeholders better understand the nature of MPD work:** Given the size of the MPD project, it is sometimes difficult for outsiders to understand the scope and specificity of MPD project interventions. In addition to the project factsheet, the MPD project has put together additional 2-pagers for different thematic areas, namely gender, complaints mechanisms, and BPR and ICT/MIS/ERP development. Stakeholders' feedback on these materials has been positive and the MPD project will continue to produce and disseminate them more widely in the future. Another new initiative was also tried out during the regional legal consultation workshop in Jalalabad. The project staff filmed key participants from various backgrounds at the end of the workshop to distill their thoughts about the legislative reform. A 3-minute video was then produced to capture the very essence of their ideas and

presented at the TWG meeting. Positive responses were received from the TWG members and the project will continue to improve the communications.

- **Need for strengthened gender-specific data:** Strengthening of gender baselines and gender-disaggregated data is a challenge that will require more technical and human resource investments on behalf of both SPM and MPD projects. This data is not readily available within MOIA database and reports.
- **Relevance of national project staff:** The Project national staff continued to play an instrumental role in facilitating as well as engaging in consistent follow-ups with their MOIA counterparts at the operational level. With such approach and the consistent engagement throughout the process, stronger buy-ins from both the MOIA leadership and staff have become more evident.

X. FUTURE PLANS:

For Q2 of 2016, the following future plans can be defined for both SPM and MPD projects.

For the SPM project, the main activities in the second quarter will focus on the following: i) finalization of the Payroll Unit plan and its implementation, following the conclusion of the consultations with MOIA, CSTC-A and donors. Following the agreement on the capacity and staffing needs, the SPM project will implement its accompanying Payroll Unit capacity development plan; ii) launch of the Pay Board. The SPM project has completed the terms of reference and operational guidelines for the Pay Board. The Board is expected to be fully operational at the beginning of May 2016; iii) finalization of MA reports. There is a significant backlog in the finalization of MA reports. There is a need for greater efforts from both the MA and MOIA to speed up the finalization of the outstanding reports; iv) data cleansing. The SPM project has invested further efforts on data cleansing to ensure that sanitized data are migrated to APPS; and v) implementation of the DRR plan remains a key and urgent priority.

For the MPD project, substantial progress is expected in Q2 across all outputs, leading to improvements at all levels – individual, organizational and the enabling environment. The MPD project implementation will continue to focus on the four core drivers of capacity: institutional arrangements, leadership, knowledge and training, and accountability and voice mechanisms.

Under the Institutional Development component, the work on Business Process Development and ICT/MIS/ERP Development will move into full implementation, covering those directorates and departments that the MOIA prioritizes together with UNDP, including Budgeting and Finance, Procurement, Logistics, Facilities, ICT, Health, Internal Audit, Planning, M&E, and Aid Coordination.

Programme budgeting capacity building and training activities are also expected to be in full implementation, with a plan to train 400 relevant MOIA personnel in all of the 8 regions of MOIA. Joint SPM-MPD efforts will continue on the policy work, particularly on the development of HR Policy/Staff manual as well as the establishment of a South-South cooperation agreement. Greater support for the implementation of the MOIA 1395 Gender Workplan is expected to yield new opportunities for increased capacity development.

On the leadership capacity, it is expected that the Change Management concept will gain a better traction among the MOIA leadership and that the Change Management unit will be established and provided with human resources and expertise. The Capacity Development Coordination unit will work closely with Ernst & Young to start the BPR and ICT/MIS/ERP development in earnest. The GDIC will be provided with continuous support to develop the Aid Coordination strategy and database. At the end of Phase II (June 2016), the M&E system will be functional, both in the central DMPS unit, and its supporting units in identified directorates and departments. Some progress will also be made in establishing a pilot initiative at provincial level. In the OIG, clear progress will be demonstrated in reviewing, upgrading and applying improved internal controls and internal audit

standards. The mapping of the internal complaints touch points will have been completed. The Complaints Specialist will also be on board to implement the agreed short and medium measures to build a more effective complaints mechanisms as well as staff capacity, particular female staff, to better handle complaints.

Under the Police Professionalization component, the review of applicable legislation, regulations, and policies will have been completed in Phase II, allowing legislative, regulatory or policy drafting and review of policing standards and approaches to begin. The development of ANP service standards will commence and these newly developed standards will be incorporated into the ANP training curriculum and training evaluation system to improve police's professional conduct. A parallel assessment will commence to look into the link between changing police training and evaluation approaches and how they are reflected in the Ministry's staff development and promotion decisions. The details of the Master's Programme will be finalized and arrangements will be put in place to start identifying suitable applicants. The Future Leaders Programme will be introduced and collaborations with relevant partners will be initiated to fulfill the programme's requirements.

With regard to police accountability and voice mechanisms, various action plans will be implemented in Q2 2016 to establish 12 Police e-Mardumi units and lead to 40% of the target Police e-Mardumi committees and 50% of new information desks being established. Expansion in the functionality of PWCs and of 119 provision, and the completion of capacity building to allow for DSSS expansion will also be evident.



Photo: Mural of child with female police officer, produced by Artlords (UNDP, January 2016)

ANNEXES: Financial Reports, Issue and Risk Frameworks