



# LAW AND ORDER TRUST FUND [LOTFA]

1 July 2015 – December 2016

## SIGNATURE PAGE

LAW AND ORDER TRUST FUND AFGHANISTAN (LOTFA)	
Project Support to Payroll Management:	01 July 2015 – 31 December 2016
Project MOIA and Police Development:	01 July 2015 – 31 December 2016
Project ID:	00089137 and 00089620
Management Arrangement:	National Implementation Modality (NIM)
Total allocated resources (as of 01 July 2015):	USD 883,561,564
Donor resources:	USD 883,561,564

Agreed by the Minister of Interior Affairs, Islamic Republic of Afghanistan:



Agreed by the Minister of Finance, Islamic Republic of Afghanistan:



Agreed by the Country Director, UNDP Afghanistan:



Date:

30 June '15

## FOREWORD AND ACKNOWLEDGMENTS

---

### Minister H.E. Olomi and Ms. Nargis Nehan

In a letter dated 24 April 2015, H.E. President Ashraf Ghani instructed his Transition Team and the Ministry of Interior Affairs (MOIA) to work closely with all donors, and UNDP, to design a LOTFA Transition Plan to succeed the Law and Order Trust Fund Phase 7 (LOTFA *Akheri*), which started on 1 January 2015 and ends on 30 June 2015.

H.E. President Ghani's instructions were based on the need to ensure that the new LOTFA would be aligned with the new reform priorities of MOIA and thus better meet the needs of MOIA and the Afghan National Police (ANP). H.E. President Ghani furthermore wrote that the LOTFA Projects should be divided into three phases and that *"each phase should have specific benchmarks and measurable indicators to monitor and evaluate institutional reform and development at the MOIA at the central level in Kabul as well as at the subnational level. It is also important that the transition plan clearly defines roles and responsibilities of UNDP and MOIA for achieving the benchmarks. The benchmarks should be developed in consultation with the top and middle management of MOIA to ensure that they all understand those benchmarks and are informed on their roles and responsibilities"*.

Donors expressed full support for H.E. President Ghani's instructions, while pointing out that the work carried out during the LOTFA *Akheri* Inception Phase, as well as needs assessments and lessons learned exercises by other partners, would provide a good basis for the design.

The LOTFA Transition Plan presented here delivers on those instructions. It suggests that two Projects be implemented, each to be divided into three phases until December 2016. The Projects are the results of activity implementation, needs assessments and consultations conducted by the MOIA and UNDP during the LOTFA *Akheri* Inception Phase and a series of intensive joint consultations, which were held from 25 May to 15 June 2015. The joint consultations were led by the Transition Team and a dedicated design team from MOIA, with technical advice and organizational and logistical support extended by UNDP. 14 formal Technical Working Group consultations were held, with more than 220 participants from various departments of the MOIA, donors, and other international partners supporting MOIA.

The consultations were organized based on drafts of the results framework, thereby focusing on activities to be implemented, targets (benchmarks), indicators and roles and responsibilities for achieving them. In addition, governance arrangements were discussed. Full drafts of the narrative accompanying the results framework were subsequently shared for comments. This process allowed for substantive and transparent discussions, which provided a full understanding of the work required, the budgetary implications and roles and responsibilities of the partners involved.

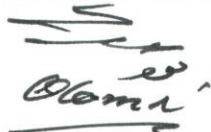


Special thanks go to the following dedicated experts from the Presidential Transition Team consisting of Ms. Nargis Nehan and Dr. Najeeb Azizi, who drove the process forward over the past seven months; and the following dedicated experts from the MOIA leadership and technical specialists, development partners, UNDP staff and their international partners whose knowledge, active participation and dedication made this product possible:


Ms. Nargis Nehan	Transition Team, Leader	Office of the President
Dr. Najeeb Azizi	Transition Team	Office of the President
	Senior Policy Advisor to H.E Minister	
Mr. Abdul Basir Yosufi	Ulumi	MOIA
General Nowroz Khaliq	Director Policy and Strategy	MOIA
General Shah Wali Safi	Director Strategic Planning, Analysis and Evaluation	MOIA
General Baryalai Sadaat	Director Budget and Finance	MOIA
General Rahimullah Burhani	Chief of Staff DM Security	MOIA
General Hamayon Ayni	Director Community Policing	MOIA
General Abdul Qadir Dashti	Deputy Director Finance	MOIA
General Sardar Safi	Adviser ICT Department	MOIA
General Hekmat Shahi	Director Gender and Human Rights	MOIA
General Ahmad Mashooq Silab	Director Training General Command	MOIA
General Sardar M. Kohdamani	Deputy Training General Command	MOIA
General Shah Alam Amiri	Documents Inspection Director (OIG)	MOIA
Colonel Samdel Banwal	Deputy Director Community Policing	MOIA
Colonel Shamsuddin	Procurement Department	MOIA
Colonel Nazir Ahmad	Personnel Department	MOIA
Mr. Jamil Sediqi	Advisor to DM Security	MOIA
Australian Embassy	Italian Embassy	
British Embassy	Japanese Embassy	
Canadian Embassy	Netherlands Embassy	
CSTC-A	New Zealand Embassy	
Danish Embassy	Norwegian Embassy	
European Union Delegation	Republic of Korea Embassy	
Finnish Embassy	Swiss Development Cooperation	
German Embassy	United States Embassy	

On behalf of the Ministry of Interior Affairs of Government of the Islamic Republic of Afghanistan and the Presidential Transition Team, we would like to express our gratitude to your efforts.

Minister H.E. Noorolhaq Olomi  
Minister of Interior Affairs, Afghanistan



Ms. Nargis Nehan  
Presidential Transition Team, Afghanistan



### Introduction

LOTFA is a Trust Fund of the United Nations Development Programme (UNDP) originally established in 2002. In December 2014, newly elected H.E. President Ashraf Ghani instructed UNDP to transform LOTFA to accelerate and make effective a transition of the payroll functions to the Government of the Islamic Republic of Afghanistan (GIROA) and to develop national capacity for its efficient and accountable management. The new LOTFA consists of two Projects. One Project, the Support to Payroll Management Project (SPM), provides exclusively for full MOIA payroll management by December 2016. The second LOTFA Project is centred on developing national capacity for self-sustained reform and improvement of the MOIA as an institution, and the police services as instruments for citizen safety and maintenance of the rule of law. The two new Projects were jointly developed by GIROA, MOIA, UNDP, donors and other partners.

### Situation analysis

To address its security challenges, the Government of the Islamic Republic of Afghanistan (GIROA) has proposed a comprehensive reform of the justice and security sector, to restore confidence and ensure the rule of law, justice and security. Challenges to be addressed for MOIA and ANP have been identified by GIROA as follows: sustainment and financial sustainability issues; government leadership issues; limited capacity in organization structures, business and work processes; rule of law, gender and human rights issues; low level of public trust in the police; low quality working and living conditions and health care services for police and a low level of national police education.

As a solution to these challenges, the GIROA has set out comprehensive MOIA and police development and reform goals in a letter of H.E. President Ghani addressed to LOTFA donors on 24 April 2015; the MOIA Five Year Strategy and the MOIA Three Year Implementation Plan. To implement this agenda, H.E. President Ghani set out a transition process led by a Transition Team. The transition process proposes two priorities for the implementation of MOIA reform: civilianization (qualified civilian staff is being recruited for specific MOIA positions such as human resource management, budgeting and financial management) and aid coordination (GIROA will take the lead on aid coordination to the MOIA).

### Strategy

The new LOTFA follows the sound problem and solutions analysis by the GIROA and can be summarized by the following theory of change: If capacity can be developed within the MOIA to implement its vision and reform programme as set out in the MOIA ten-year vision, the MOIA Five Year Strategy and the President's letter of 24 April 2015, then measurable improvements will be visible in the following areas:

- The ability of MOIA to undertake all aspects of payroll management for its uniformed ANP personnel,<sup>1</sup> and its wider planning for and efficient use of its financial, human and technical resources
- The accountability, operational efficiency and sustainability of MOIA
- The breadth, depth and quality of police service delivery
- The breadth, depth and quality of community engagement with the Government

---

<sup>1</sup> The ALP and APPF are regarded as police sub-pillars, and, together with civilian personnel, are not included in this task. CPD Prison are currently afforded all the protections of the ANP Inherent Law (Art 18) and are included in ANP pay. The CPD Prison Guards are responsible for the internal and external security of prisons and detention centers (up to a 500-meter perimeter) and are reporting to the General Directorate of Prisons and Detention Centers (GDPDC). This is an agency within the MOIA and is the central administration for all prisons and detention centers (Art 17).

This, in turn, will result in improved Government ownership and functionality, greater fulfilment of the Ministry's mandate, reduced crime and opportunities for corruption, and enhanced MOIA credibility and public confidence. This will contribute to improving the rule of law, justice and security, the key solutions for breaking cycles of violence.

UNDP cannot address all challenges that have been identified by GIROA. As such, the two LOTFA Projects target explicit GIROA priorities that are within LOTFA time constraints, donor agreements, mandate and UNDP comparative advantage. An overarching assumption is that GIROA will coordinate with other partners to fulfil those needs not addressed by LOTFA. In addition, UNDP emphasises that for successful achievement of MOIA institutional development and police professionalization goals, other Afghan institutions need to be strengthened. Particularly the justice and human rights institutions. LOTFA's mandate and funding is confined to MOIA and ANP. As such, another assumption is that GIROA will address reforms comprehensively and coordinate as necessary with other partners and other relevant UNDP and UN Projects.

The implementation approach for the theory of change follows H.E. President Ghani's instructions and will be implemented over an 18-month period, in three phases with targets measuring progress for each phase. Each phase will be concluded by a joint GIROA-UNDP-donor review.

The new LOTFA has also reduced the number of Project management support positions and strengthened UNDP fiduciary oversight of the fund transfer of police pay from UNDP to the Ministry of Finance (MOF). Furthermore, in support of the GIROA civilianization priority, LOTFA will fund MOIA civilian personnel based on the approval of the MOIA and Project Board. The Projects will be implemented under a national implementation modality. The division of roles and responsibilities between UNDP and the various MOIA directorates is set out at different levels in the Projects' results and resources framework, annual workplan, service level agreement and implementation plans.

Capacity development is the central approach for Project implementation. Several capacity development methods will be used. In particular "twinning" of LOTFA and MOIA staff. Other cross cutting priority approaches are monitoring and evaluation, risk management and gender and human rights mainstreaming.

## **Governance arrangements**

The Project Board and Project Technical Working Groups (TWGs) are the LOTFA governance bodies. All members of the governance bodies have quality assurance and oversight responsibilities over the two LOTFA Projects based on the Project strategies, Results and Resources Frameworks (RRF), Annual Workplan (AWP), Monitoring and Risk Frameworks. The Board is responsible for extending overall strategic guidance and direction to ensure that Project objectives are being met. The Board has an oversight sub-committee. The UNDP Country Office ROL Unit supports the Board in its quality assurance and oversight functions. TWGs will review the implementation of the AWP and the risk framework. To allow for more focused technical discussions each Project's TWG is complemented by sub-working groups for key functional areas. The LOTFA Project Management Support (PMS) will handle all aspects of administration for the Project Board and TWG meetings. The annexes provide detailed roles and responsibilities for each of the governance bodies.

## **Legal arrangements**

This chapter sets out standard legal arrangements on implementing partner responsibilities in relation to security provision and ensuring that none of the UNDP funds are used to provide support to activities associated with terrorism.

## Project 1: Support to Payroll Management (SPM)

The SPM Project will develop the required capacity for GIROA to independently manage all non-fiduciary aspects of its pay budget for the ANP and GDPDC, including reports for donors. It will also enable MOIA to independently manage HR, finance and ICT functions related to payroll operations.

H.E. President Ghani has requested that LOTFA relinquish its payroll management duties by December 2016, based on agreed upon conditions. Donors have maintained that the handover should be conditions-based and not timeline-based. The proposed conditions for a successful handover of payroll management functions are outlined in the glossary to this document. The results and resources framework identifies the targets for every technical component of payroll management. The targets are further detailed for each phase, with indicators and will be jointly monitored by GIROA, UNDP and international partners. Based on this joint monitoring of progress against targets and indicators, and satisfaction of the conditions for transition, the role of UNDP in the non-fiduciary payroll management functions will be handed over to GIROA. Handover may also take place gradually in parallel. For instance, replacing UNDP staff with MOIA personnel may also occur gradually during the course of the 18-month implementation period.

SPM interventions are based on lessons learned from the July 2014 Payroll Action Plan signed by MOIA, a disaster resilience and recovery (DRR) assessment on the Electronic Payroll System (EPS), an Ernst and Young scoping mission to conduct an end-to-end review of the payroll management system,<sup>2</sup> and a study by CSTC-A to develop an integrated payroll system.<sup>3</sup> Interventions include capacity development and technical support and service delivery to ensure:

- Output 1: Updated legislative, policy and regulatory framework and business processes developed, implemented and functional in support of independent MOIA payroll management.
- Output 2: MOIA personnel (in Payroll, Human Resources, Finance and Budget as appropriate) independently able to undertake all payroll input, processing and validation tasks to agreed and measurable standards, using the reliability, accuracy and timeliness of personnel data and payroll to support improved evidence-based planning, prioritisation and decisions.
- Output 3: MOIA payroll systems are electronically linked with HR systems, implemented and operational nationwide, and cover all pertinent and validated personnel.
- Output 4: MOIA infrastructure provision supports 100 per cent functionality of MOIA payroll systems
- Output 5: Funds are transferred by UNDP to MOF for Police Pay

The section describes the targets for each phase and staffing approach to achieve those outputs by the end of phase 3. The Payroll Project has significant risks as it is based on a large number of assumptions involving expectations on actions taken by other partners. Multiple methods are used for monitoring of achievement of Project targets and managing risks, including the TWG's and the Project Board supported by TWG sub-working groups, establishment of the new Fund Fiduciary Management Unit in the UNDP Country Office, and a strengthened Monitoring Agent and inputs from other implementing partners.

## Project 2: MOIA and Police Development

The Project is divided into two components. The Institutional Development component is intended to help the MOIA develop the capacity to conceptualize, lead and manage reform, while at the same time improving administrative and support services' performance and accountability, which are critical for police functioning and safety. The Police Professionalism Component seeks to support MOIA in strengthening its foundations and training infrastructure for police professionalization, while

---

<sup>2</sup> Ernst & Young, Consultancy Services for scoping of payroll services under Law and Order Trust Fund for Afghanistan, Scoping Report, 31 May 2015.

<sup>3</sup> Colonel Robert McVay, "Afghanistan Personnel and Pay System Assessment v1", CSTC-A, March 2015

at the same time supporting immediate police service delivery and outreach activities to strengthen police and community engagement. This in turn will contribute to increased trust.

### **Institutional Development Component**

Institutional development interventions are based on lessons learned from institutional development assessments and three strategies developed by MOIA with support from LOTFA in the first half of 2015: a comprehensive MOIA capacity development strategy, and a mutually reinforcing monitoring and evaluation (M&E) and Partnership strategy for the MOIA. These three overarching strategies form the core of the interventions to be implemented under the new institutional development component, together with a change management unit, yet to be established by the MOIA.

The new Project emphasizes the following areas of management relevant to reform and institutional development:

- Change management;
- Capacity development to improve functional performance;
- Strategic-level monitoring and evaluation;
- Performance management;
- Aid coordination.

The section sets out a methodology based on national and self-sustained capacity development methods to achieve a “critical” mass of capacity so that MOIA can independently take implementation of these functional areas forward.

In addition, the following cross-cutting service areas have been identified and agreed by MOIA with international partners:

- Comprehensive review and development, as needed, of human resources policies;
- Optimization of existing ICT assets and scoping for Enterprise Resource Planning (ERP);
- MOIA Gender Strategy implementation support;
- Support to programme budgeting use;
- Improvement of internal audit functions;
- Improvement of the MOIA follow-up of complaints, especially those related to women police personnel and gender complaints in policing.

Jointly these interventions will lead to achievement of the following outputs:

- Output 1: MOIA capacity to lead and manage reform, develop institutional capacity and to continuously improve functional performance is strengthened enabling implementation of the 10 Year Vision and MOIA 5 year Strategy.
- Output 2: MOIA capacities and performance of key administrative and police support services are increased enabling improvement in police services and safety for police officers.
- Output 3: Internal control and accountability mechanisms for administration and finance are improved enabling transparency and accountability in the MOIA.

The section also describes the targets for each phase and the staffing, risk and monitoring approach to achieve those outputs by the end of phase 3.

### **Police Professionalization**

UNDP support to Police Professionalization will take place within the overall institutional development and reform framework. UNDP will promote the framework of democratic policing<sup>4</sup> as

---

<sup>4</sup> “Democratic policing” refers to policing which supports the rule of law. It has methodological variants including civilian policing, community and problem-oriented policing, intelligence-led policing and partnership policing. These variants have been used with different



per its comparative advantage and mandate. Accordingly, the Police Professionalism component will act upon the instructions of H.E. President Ghani *“to initiate civilian policing in the areas where there is some level of security”* and be based on the *“vital role of police officers in enforcing the rule of law and enhancing their relationships with local communities”*. It will contribute to Goal 4 of the MOIA Five Year Strategy to *“improve professionalism in the Ministry of Interior Affairs, provide quality security services to the public and strengthen public trust toward the police”* and Goal 2 to *“enforce the rule of law, reduce crimes, and combat narcotics and corruption”*.

The police professionalization interventions are based on lessons learned from reviews, consultations and assessments that found critical gaps and discrepancies in support provided to organizational and legislative structures for police professionalization, operational standards and police training and education. This holds in particular for gender, rule of law and human rights based policing, leadership, education uniformity and links with human resource development planning. In addition community security needs were identified as well as needs for better functioning of 119 centres, information desks and police women councils.

Police professionalization interventions will focus on bringing the many conflicting policies, standards, curricula and district based interventions together in one Afghan owned consolidated approach. The component will support training and education promoting leadership, police retention and female policing. It will strengthen complaints reporting through the 119 call centres and information desks and support Police Women Councils in the further development and implementation of their mandate.

Capacity development tools and partnership approaches are set out including investing in MOIA trainers and educators through partnerships with educational institutions, legal technical support, South-South cooperation and the integration of UNAMA’s democratic policing Project. The section also describes the targets for each phase and the staffing approach to achieve the following outputs by the end of phase 3:

- Output 1: Relevant legislation, regulation and policy related to police reviewed to ensure conformance with prevailing constitutional values and evolving challenges.
- Output.2: Strengthened MOIA capacity in training and development for uniform and civilian personnel at all ranks and grades, making optimal use of existing resources and addressing current and future MOIA training priorities and police leadership development needs.
- Output-3: Expanded application of piloted community partnership approaches, including a strengthened role for Policewomen’s Councils and wider use of public surveys for strategy, policymaking, planning and Service delivery.

In line with the direction of the President this component will work significantly at the district level which makes monitoring challenging. Another difficulty in working with the Afghan police consists of potential risks in relation to the large number of documented Afghan police human rights issues. The described monitoring and risk management approach addresses these challenges through partnering, district surveys and capacity development interventions.

---

understandings in Afghanistan. In Afghanistan community oriented policing as well as civilian policing have often been wrongly understood as niche functions or as policing methods that can be used by citizens themselves. As such UNDP prefers to use the overarching term “democratic policing” which includes all its methodological variants.

## BUDGET

The total budget for LOTFA (July 2015 – December 2016) stands at \$883,561,564, with budgets for the individual projects of \$850,562,098 (SPM Project) and \$32,999,466 (MPD Project). The 2015 AWP budget reflects an elaborate budget for phase one of both projects (July 2015 to December 2016). Estimated amounts are indicated for the remaining two phases. The 2016 AWP will be developed in October and November for approval by the Project Board in December 2015. In line with the Project governance arrangements outlined in annex IV to IX, the LOTFA AWP and corresponding budget will be reviewed on a continuous basis by the LOTFA Technical Working Groups and if necessary updated and approved by the Project Board to ensure that it reflects emerging priorities, capacities and available resources.

Under SPM (July 2015 – December 2016) funds for police pay amount to \$842,437,550 which accounts for 99 per cent of the total annual SPM budget.

## ANNEXES

The annexes provide:

- Extracts of the MOIA Five Year Strategy, the 15 priorities of H.E. Minister of Interior, Noor ul Haq Ulumi and the letter of H.E. Ashraf Ghani which provide the base directions for the new LOTFA.
- Detailed terms of references for the Governance Bodies.
- The Project RRF's, 2015 AWP's, Risk and Monitoring Frameworks:
  - The RRF sets out the detailed programmatic vision for activity implementation over the course of the Project duration (June 2015-Dec 2016). The RRF does not provide detail on their financial or programmatic implementation responsibilities.
  - The AWP summarises the activities provided by the RRF, provides the budget for the activities and defines the responsible partner for the financial implementation of activities.
  - The Monitoring Framework sets out means of verification for achievement of targets and data collection methods for measuring progress against targets. For data consistency indicators and data collection methodologies should remain the same throughout the Project timeframe.
  - The Risk Framework defines outcome and output level risks. New and emerging risks should be continuously monitored and added including through TWG discussion and review.
- A sample Service Level Agreement (SLA) which defines the financial services UNDP will undertake as a responsible partner.
- UNDP Fiduciary Management Workflows setting out the process for the transfer of funds for police pay by UNDP to MOF.

# CONTENTS

---

Signature page .....	Error! Bookmark not defined.
Foreword and Acknowledgments .....	iii
Executive summary .....	v
Contents .....	xi
Abbreviations.....	xiii
Glossary .....	xv
SECTION ONE.....	1
Introduction.....	1
I.    Situation Analysis .....	3
1.1Challenges for MOIA and ANP .....	3
1.2Government of Afghanistan Solutions .....	8
1.3GIROA Strategy for Reform .....	9
II.    Strategy .....	11
2.1 Theory of Change .....	11
2.2 LOTFA Implementation Approach.....	15
III.   Governance Arrangements .....	25
3.1 Project governance structure .....	26
3.2 Project risk monitoring and management.....	31
IV.   Legal Arrangements .....	32
SECTION TWO .....	33
PROJECT 1: SUPPORT TO PAYROLL MANAGEMENT .....	34
1.1Project Introduction.....	34
1.2Lessons Learned .....	34
1.3Project Interventions .....	35
1.4Phases.....	37
1.5Project Implementation .....	39
SECTION THREE .....	44
PROJECT 2: MOIA AND POLICE DEVELOPMENT .....	45
I. Institutional Development.....	45
1.1Lessons learned .....	46
1.2Interventions .....	47
1.3Phases.....	49
1.4Implementation .....	51
II. Police Professionalization .....	54
2.1 Lessons Learned .....	55
2.2 Interventions .....	58
2.3 Phases .....	61
2.4 Implementation .....	63
ANNEXES .....	67
Annex I. Ministry of Interior Five Year Strategy 1394 – 1398 (2015 – 2019) .....	68
Annex II. 15 Priorities of H.E. Minister Noor ul Haq Ulumi.....	70
Annex III. Letter of H.E. President Ashraf Ghani to LOTFA donors of 24 April 2015.....	71
Annex IV. Overview of LOTFA Project Governance Structure .....	74

Annex V. Terms of Reference - Project Board .....	75
Annex VI. Terms of Reference - Oversight sub-committee of the Project Board.....	78
Annex VII. Terms of Reference - Technical Working Groups .....	81
Annex VII.1. TWG TEMPLATE I: Agenda for TWG meetings .....	87
Annex VII.2. TWG TEMPLATE II: Minutes for TWG meetings .....	88
Annex VII.3. TWG TEMPLATE III:TWG request for AWP revision (incl. new funding requests) .....	89
Annex VIII. Terms of Reference - UNDP Country Office Programme Unit .....	90
Annex IX. Terms of Reference - LOTFA Project Management Support .....	92
Annex X. AWP, RRF, Risk Log, Monitoring Framework.....	94
Annex XI. Sample of Service Level Agreement.....	94
Annex XII. UNDP Fiduciary Management: Workflows on NIM advance .....	97



## ABBREVIATIONS

---

ACD	Aid Coordination Department
AFMIS	Afghanistan Financial Management Information System
AGO	Attorney General's Office (Afghanistan)
AHRIMS	Afghanistan Human Resources Information Management System
ALP	Afghan Local Police
ANP	Afghan National Police
APPF	Afghan Public Protection Force
ATLAS	UNDP Project management software
AWP	Annual Work Plan (of UNDP-supported Projects)
BC1	Budget Circular 1 of MOF
BC2	Budget Circular 2 of MOF
CBR	Capacity Building for Results
CMRU	Contribution Management and Reporting Unit
CO ROL Unit	UNDP Country Office Rule of Law Programme Unit
CO	Country Office (of UNDP)
CSTC-A	Combined Security Transition Command-Afghanistan
CTA	Chief Technical Advisor
DCF	Donor Coordination Forum
DM	Deputy Minister (Afghanistan) [Ministry of Interior Affairs, mostly]
DMPS	Deputy Minister for Policy and Strategy
DRR	Disaster Resilience and Recovery
DSSS	District Safety Security Survey
EFT	Electronic Funds Transfer
EPS	Electronic Payroll System
ERP	Enterprise Resource Planning
ERS	Enterprise Resource System
EUPOL	European Union Police Mission (Afghanistan)
FFFMU	Fund Financial Fiduciary Management Unit
GIROA	Government of Islamic Republic of Afghanistan
GIS	Geographic Information System
GIZ	German Agency for Technical Cooperation
GPPT	German Police Project Team – Afghanistan
HACT	Harmonized Approach to Cash Transfers (formulated by the United Nations Development Group, UNDG)
HQ	Headquarters
HR	Human Resources
HRDDP	UN Human Rights Due Diligence Police
IAASB	International Auditing and Assurance Standards Board
ICT	Information and Communication Technology
IPCB	International Police Coordination Board
ISAE 3000	International Standard on Assurance Engagement 3000
ISAF	International Security Assistance Force
LOTFA	Law and Order Trust Fund for Afghanistan
M-16	Payment request form (used by MOIA)
M&E	Monitoring and Evaluation
MOD	Ministry of Defense
MOF	Ministry of Finance
MOIA	Ministry of Interior Affairs

MOLSAMD	Ministry of Labour, Social Affairs, Martyrs and Disabled
MPD	MOIA and Police Development
MOU	Memorandum of Understanding
NGO	Non-Governmental Organization
NIM	National Implementation Modality (of UNDP-supported Projects)
NTA	National Technical Advisors
OCB	Oversight and Coordination Board (Afghanistan)
OFMO	Office of Financial Management and Oversight
OIG	Office of the Inspector General (Ministry of Interior Affairs, Afghanistan)
PAU	UNAMA Police Advisory Unit
PB	Project Board
PDP	Police Development Project.
PEM	Police <i>e-Mardumi</i>
PFM	Public Financial Management
PFO	Provincial Finance Officers
PKI	Public Key Infrastructure
PMS	Project Management Support
ROL	Rule of Law
RRF	Results and Resources framework (of UNDP)
RSM	Resolute Support Mission
SOPs	Standard Operating Procedures
SPMP	Support to Payroll Management Project
<i>Tashkeel</i>	Organograms of official posts/positions [staffing tables] in the Government/Ministries - Afghanistan
TGC/TEC	Training and Education General Command
TOR	Terms of Reference
TWG	Technical Working Group [of LOTFA]
UK	United Kingdom
UNAMA	United Nations Assistance Mission in Afghanistan
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
VSAT	Very Small Aperture Terminal
WEPS	Web-based version of the electronic payment system
WPC	Women Police Councils

## GLOSSARY

---

**Transition:** Transition refers to the process initiated by H.E. President Ghani to ensure that all international assistance to the Ministry of Interior Affairs (MOIA) is aligned with the MOIA reform agenda from the Government of the Islamic Republic of Afghanistan (GIROA). H.E. President Ghani established a Transition Team to guide this process. The Transition Team supports the development of partners' transition plans towards the priorities that the GIROA has specifically set out for them, along with alignment with goals of the MOIA Five Year Strategy and the nine priorities for MOIA reform as set out by H.E. President Ghani.<sup>5</sup> The Transition Plan for LOTFA envisages a handover of the non-fiduciary payroll management support to the GIROA by December 2016, and stronger capacity development interventions to enable the MOIA to implement its reform agenda over time.

**Conditions/benchmarks/targets:** The following conditions have been proposed for transition of the payroll management functions to the MOIA by December 2016 or before should the conditions be met. The conditions will be reviewed by the MOIA, UNDP and partners in the course of the transition period:

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

The Project outputs are identified with targets and indicators, which will enable a monitoring by the TWG toward achievement of the conditions. These targets are set for the three phases in the results frameworks for the two LOTFA Projects. Phase One refers to the Project implementation period from July to December 2015, Phase Two from January to June 2016, and Phase Three, the final phase, being from July 2016 to December 2016. The targets allow GIROA, UNDP and partners to evaluate progress by the end of each phase.

---

<sup>5</sup> Letter of H.E. President Ghani to LOTFA Donors on MOIA Reform and LOTFA Transition, April 24 2015

# SECTION ONE

## Introduction



*LOTFA Community Safety and Security Outreach*  
*Source: UNDP, 2014*



## INTRODUCTION

---

The year 2015 marks a turning point for the Law and Order Trust Fund Afghanistan (LOTFA), after more than a decade of support to the police payroll. LOTFA is a Trust Fund of the United Nations Development Programme (UNDP) originally established in 2002 *“to support the establishment, payment, equipment and training of the police force in Afghanistan”*.<sup>6</sup> LOTFA has been funding on behalf of donors the salary of the Afghan National Police (ANP) since 2002 and the uniformed prison personnel since 2008. In December 2014 newly elected H.E. President Ashraf Ghani instructed UNDP to accelerate and make effective a transition of the payroll functions to the Government of the Islamic Republic of Afghanistan (GIROA) and to develop national capacity for its efficient and accountable management.

H.E. President Ghani and the Ministry of Interior Affairs (MOIA) set out a vision for the delivery of citizen security and maintenance of the Rule of Law by the MOIA and police. The Ten Year Vision as reconfirmed in the MOIA Five Year Strategy issued in March 2015, states that by solar year 1402 (2024) *the MOIA and the ANP will be a more civil, professional, impartial, non-partisan, capable, effective and publically trusted entity with a core responsibility to enforce the Rule of Law without ethnic, language, gender or faith discrimination, reliant on Afghanistan internal resources that will facilitate conditions for the social and economic development of the country.*

This vision, further articulated into five strategic goals and respective objectives in the MOIA Strategy, has challenged UNDP to improve its development partnership with the GIROA, proposing a new concept, Project structure and activity focus for LOTFA. The President’s Transition Team, jointly with the MOIA and UNDP, transformed the LOTFA *Akheri* Project into a new LOTFA starting on 1 July 2015, as set out in this document.

The new LOTFA can be summarized as follows: LOTFA has been maintained as a Trust Fund, however, this time with two new Projects. One Project, the Support to Payroll Management Project (SPM), provides exclusively for full MOIA payroll management by December 2016. Following December 2016, the MOIA may request UNDP-supported functions such as management of the independent monitoring agent and fiduciary fund management.

Consistent with UNDP’s global practice, the second LOTFA Project is centred on developing national capacity for self-sustained reform and improvement of the MOIA as an institution, and the police services as instruments for citizen safety and maintenance of the Rule of Law. This MOIA and Police Development Project (MPD) is divided into two components. The Institutional Development Component supports the MOIA to develop capacity to conceptualize, lead and manage reform, while at the same time improve the performance and accountability of administrative and support services which are critical for the functioning of the police services and for the safety of police personnel. It provides change management methodologies, technical assistance and support to accelerate reform and modernization of key administrative and support services, in partnership with the injection of new technically qualified civilians under way by NATO partners, at senior and middle management levels throughout the MOIA. This component will also enable MOIA leadership, both uniformed and civilian, for a vigorous launch of the MOIA Strategy and the Minister of Interior’s 11 priorities, both at national and sub-national levels.

---

6 UNDP LOTFA Terms of Reference 2002

The Police Professionalism Component seeks to support MOIA in strengthening and consolidating the foundations and training infrastructure for police professionalization, while at the same time supporting immediate police service delivery and outreach activities to strengthen police and community engagement contributing to trust. This Project component will support a review of police policies and regulations, help the MOIA optimize the use of its training capacity, ensuring the quality and efficiency of police training, expand leadership training, including for women officers, and expand piloted community partnership approaches, including a strengthened role for Police Women Councils.

Together, the two new LOTFA Projects address the instructions of H.E. President Ghani to support the government's reform of the MOIA through civilianization and through a deliberate process of increasing the ANP's vital role in enforcing the Rule of Law and enhancing their relationships with local communities, providing democratic policing. .

The two new Projects were developed through preparatory work and an intensive process of consultations during the LOTFA *Akheri* inception phase from January 2015 to June 2015. A large number of joint assessments and strategies provided lessons learned and an evidence base for the overall direction. Additionally, a mid-term review setting out and evaluating broad parameters for the new strategic direction was conducted by government representatives, donors and UNDP/LOTFA in four consultative sessions taking place from 19 to 22 April 2015. The two Projects are aligned with the MOIA Five Year Strategy, and their detailed implementation plans, to be developed jointly after Project approval, will be aligned with the MOIA Three-Year Implementation Plan.

The LOTFA Project Board of 30 April 2015 confirmed this direction. Thereafter an action plan for the design of the new Project document was developed through a consultative process led by the MOIA with the support of UNDP. The consultative process entailed a series of 12 consultations over a four-week period, beginning on 28 May. This enabled the Transition Team established by H.E. President Ghani, a senior MOIA design team established by the MOIA, donors, UNDP and donors to work side by side to design the new Project's activities in detail. The consultation methodology focused on the development of results frameworks including objectives, outputs, targets (benchmarks), and indicators, roles and responsibilities for payroll management, police professionalization and MOIA institutional development. The results frameworks formed the foundation of the new LOTFA Projects, contained in this document, along with the revised governance arrangements.

## I. Situation Analysis

The main challenge for Afghanistan remains its chronic insecurity. As set out in the Afghan Government's comprehensive reform programme, entitled "*Realizing Self-Reliance: Commitments to Reforms and Renewed Partnership*" (Self-Reliance Programme), "security and stability are key prerequisites for economic development and for the success of the broad-ranging reform agenda now being proposed by the GIROA".<sup>7</sup> To address the security challenges, the Government of Afghanistan has proposed a comprehensive reform of the justice and security sector, to restore confidence and ensure the Rule of Law, justice and security.<sup>8</sup> This will be combined with economic reforms. This is consistent with global best practices and development research demonstrating that "security, justice and jobs" are the most crucial factors in breaking chronic cycles of violence and insecurity".<sup>9</sup> It is also in line with lessons learned from previous LOTFA phases that are further outlined in the Project strategies in Section two and three of this document.

The MOIA and the ANP are central to this effort. The police service is tasked with upholding compliance with the law, and preventing, detecting, and investigating crimes jointly with prosecutors, lawyers and the courts. It is also plays a key role in the security sector, using force to re-establish the Rule of Law. The police service is among the most visible institutions of the State. It can therefore help build trust in the Government, if it is considered to work professionally and in the best interests of the people.

### 1.1 Challenges for MOIA and ANP

Afghanistan has many development challenges. The LOTFA successor Projects address the challenges identified by the Government and the priority challenges for the MOIA and the ANP. These challenges are set out in the Government's Self Reliance Programme as endorsed during the London Conference on 4 December 2014, the MOIA Five-Year Strategy approved on 1 March 2015, and H.E. President Ghani's letter of 24 April 2015 to LOTFA donors.

---

7 Realizing self-reliance: commitments to reforms and renewed partnership, Islamic Republic of Afghanistan, London Conference on Afghanistan, December 2014, paragraph 19

8 Realizing self-reliance: commitments to reforms and renewed partnership, Islamic Republic of Afghanistan, London Conference on Afghanistan, December 2014, paragraph 19 and 25

9 United Nations Secretary-General, "Report of the Secretary-General on peacebuilding in the immediate aftermath of conflict", 2008, A/63/881-S/2009/304; World Bank, 'World Development Report 2011: Conflict, Security, and Development', World Bank, 2011; International Dialogue for Peacebuilding and Statebuilding; 'The New Deal for Engagement in Fragile States', 2011; UN common country assessment Afghanistan 2014; United Nations Development Assistance Framework Afghanistan 2014-2017.

**FIGURE 1: MOIA Strengths, Weaknesses and Opportunities**

SCORE 1: MOIA Strengths, Weaknesses and Opportunities

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> <li>Existence of a 157,000 ANP force</li> <li>Financial resources for the next 3 years</li> <li>Existence of systems and information technology such as strategic planning, financial management, Afghanistan Human Resource Information Management System, case management, biometrics, National Authority for Criminal Techniques, etc.</li> <li>Units of public order, special units and counter-narcotic units have enough capacity</li> <li>Existence of relative capabilities In the MOIA</li> <li>Increase of female police</li> <li>Existence of appropriate capacity for distribution of electronic-taskers</li> <li>Increased support and public trust of ANP</li> </ul>	<ul style="list-style-type: none"> <li>Low level of National Police education</li> <li>Corruption in police organizations</li> <li>Failure to adhere to principle of meritocracy in the ANP</li> <li>Preferential treatment in the punishment and reward system</li> <li>Weak coordination in and between security, justice and judicial organizations</li> <li>Lack of standard infrastructure for prisons and detention centers</li> <li>Low quality healthcare services for police</li> <li>Low level of public trust in the police</li> <li>Weak financial management system</li> <li>Low attention of MOIA leadership in the strategic planning system</li> </ul>
OPPORTUNITIES	
<ul style="list-style-type: none"> <li>Financial and political support by the leaders of the Islamic Republic of Afghanistan</li> <li>The new National Unity Government and the opportunity for fundamental improvements</li> <li>Existence of advanced technology</li> <li>Resolute support of the International Community in support, train, advise, and assist</li> <li>National institutional and civilian organizations support of National Police affairs</li> <li>Increase of trust, confidence, and support of the Afghan National Police by the people</li> </ul>	

Source: MOIA Five Year Strategy 1394-1398 (2015-2019)

The GIROA Self-Reliance Programme sets out overarching challenges and reform proposals for the entire administration. Most of the challenges cited are particularly relevant to the MOIA and ANP. They also feature in the MOIA Five Year Strategy and the letter of the H.E. President Ghani to LOTFA donors. They include the following:

**Sustainment and Financial sustainability issues:** The Self-Reliance Programme demonstrates that economic growth and domestic revenues have fallen sharply since the withdrawal of international troops in 2014.<sup>10</sup> The Government faces an unfinanced fiscal deficit in 2014, with depleted cash balances and accumulating arrears.<sup>11</sup> In the year 1393; operating expenditure increased 84 percent over 1391 while donor commitments fell to US\$1.458 billion in 1393 from \$12.931 billion in 1391.<sup>12</sup> Security spending currently accounts for more than 60 percent of the national budget. Of that amount, most of it is not generated by the Government itself, but instead is coming from donor funding that is provided through the national budget. These expenditures are mostly salaries for the police and military. Most other costs covered by donors are outside the national budget structures or paid in-kind, such as infrastructure, equipment and strategic advice.<sup>13</sup>

**Government leadership:** The GIROA Self-Reliance Programme identifies a “lack of serious commitment in government leadership to fixing problems” as a serious challenge. It attributes this specifically to, a lack of government leadership in actions to fight corruption, end patronage, and avoid collusive practices, as well as in managing the overall implementation of policy reforms and development assistance.<sup>14</sup> The MOIA Five Year Strategy identifies leadership problems. It indicates

<sup>10</sup> From an average of 9.4 percent during 2003-2012, to an estimated 1.5 percent in 2014, and from 11.6 percent of GDP in 2011 to a Projected 8.7 percent of GDP in 2014.

<sup>11</sup> Self-Reliance paragraph 8 and 17

<sup>12</sup> Adam Smith International and UK Aid, the Afghan Fiscal Crisis, Presentation, 2015.

<sup>13</sup> IPCB assessment, page 19; World Bank

<sup>14</sup> Self-reliance paragraph 8



“corruption in police organizations; failure to adhere to the principle of meritocracy in ANP; preferential treatment in the punishment and reward system; and low attention among leaders of MOIA in the strategic planning system” as its major weaknesses (see Figure 1).

**Limited capacity in organizational structures, business and work processes:** The GIROA Self-Reliance Programme specifies a range of governance issues related to weakness in organizational structures, business and work processes. One symptom of this is a lack of whole of state approaches.<sup>15</sup> Examples provided include coordination challenges within, and among institutions, and between the central and subnational level institutions. In particular the Programme highlights that alignment between security and development objectives has been lacking.<sup>16</sup> Most security-related funding does not go through the national budget. Security procurement and spending are not factored into national development strategies or systems of accountability. The Programme further points specifically to weaknesses in administrative processes, budget execution and financial management.<sup>17</sup> The MOIA strategic vision identifies weak coordination with justice and security institutions and weak financial management and planning systems as among its weaknesses. Many assessments on MOIA administrative systems have been conducted by external partners. Among those that have been endorsed by and developed in full partnership with MOIA are the International Police Coordination Board (IPCB) and UNDP-supported assessments, which found significant capacity weaknesses in human resources (HR), logistics, Information and Communications Technology (ICT), facilities and budgeting, and financial management.<sup>18</sup>

**Rule of law, gender and human rights challenges:**

The Self-Reliance paper describes the weak Rule of Law, and abuse of the legal system, as the main drivers of corruption in Afghanistan. It also points to issues evolving from irregularities in laws, and highlights the re-establishment of confidence in the justice institutions as its foremost priority. The MOIA Five Year Strategy describes the absence of rule of law as a security threat that creates public loss of trust in the government and its officials.

The GIROA Self-Reliance Programme underscores the low level of female participation, and violence against women, as problems that must be stopped.<sup>19</sup> The MOIA staffing table demonstrates this low participation by suggesting that out of the 157,000 strong force of the Afghan National Police, only 2,145 or 1.4% of the total are female. In addition the staffing table suggests that female police are mostly confined to the lower ranks (See Figure 2). The number of women police, however, is increasing, which MOIA identifies as a strength (See Figure 1).<sup>20</sup> MOIA plays a key role in the fight against violence against women. MOIA data are difficult to analyse, as case registration is weak. But external reports suggest that cases of violence against women in the country rose by 25% in 2011-2012 alone.<sup>21</sup> With 2,145 female police officers in total, this means approximately one female police officer for 10,000 women in the country, which is not sufficient in a situation with high violence against women. What's more, external reports conclude that police knowledge and enforcement of the violence-against-women laws is low, and is mainly directed at mediating cases, rather than at protecting women.<sup>22</sup> MOIA plans to further increase both the number and leadership roles of female

---

15 Self-reliance paragraph 25

16 Self-reliance paragraph 19

17 Self-reliance paragraph 25 and 26

18 IPCB: Recommendations to Operationalize the 10-Year Vision and associated 2-Year Work Plans (2013); Capacity Assessment of the Ministry of Interior (MOI) Afghanistan, Final Report, Asia Pacific Regional Center (APRC), United Nations Development Programme (UNDP), July 2012; UNDP institutional maturity self-assessment of the Ministry of Interior Afghanistan, March 2015.

19 Self-reliance paper paragraph 16L,

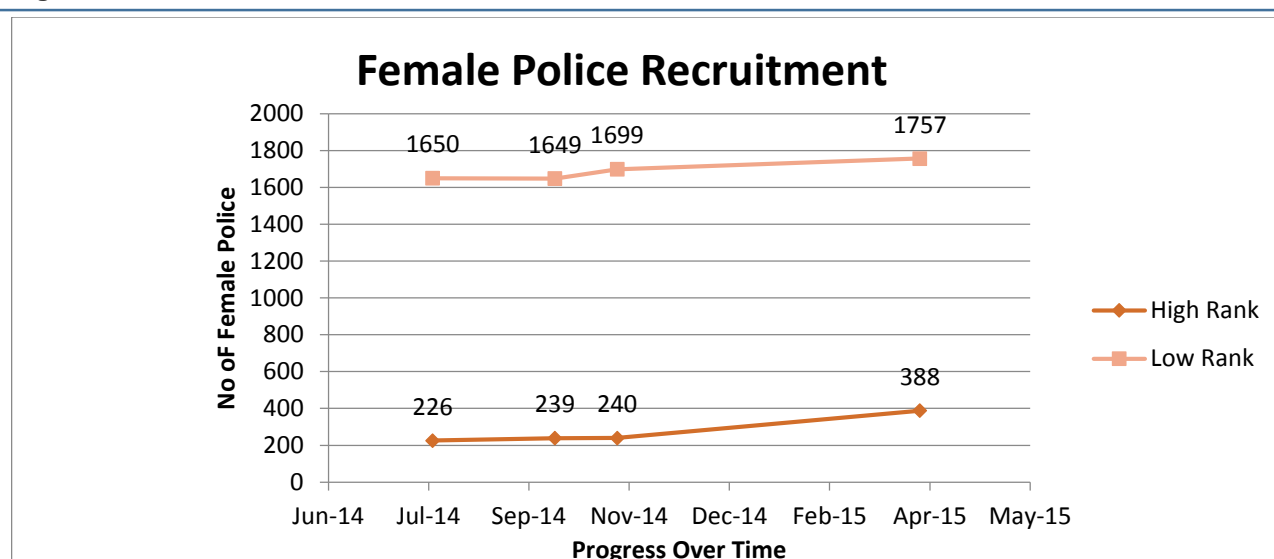
20 MOIA Five Year Strategy, page 9

21 Oxfam report, Women and the Afghan Police, September 2013

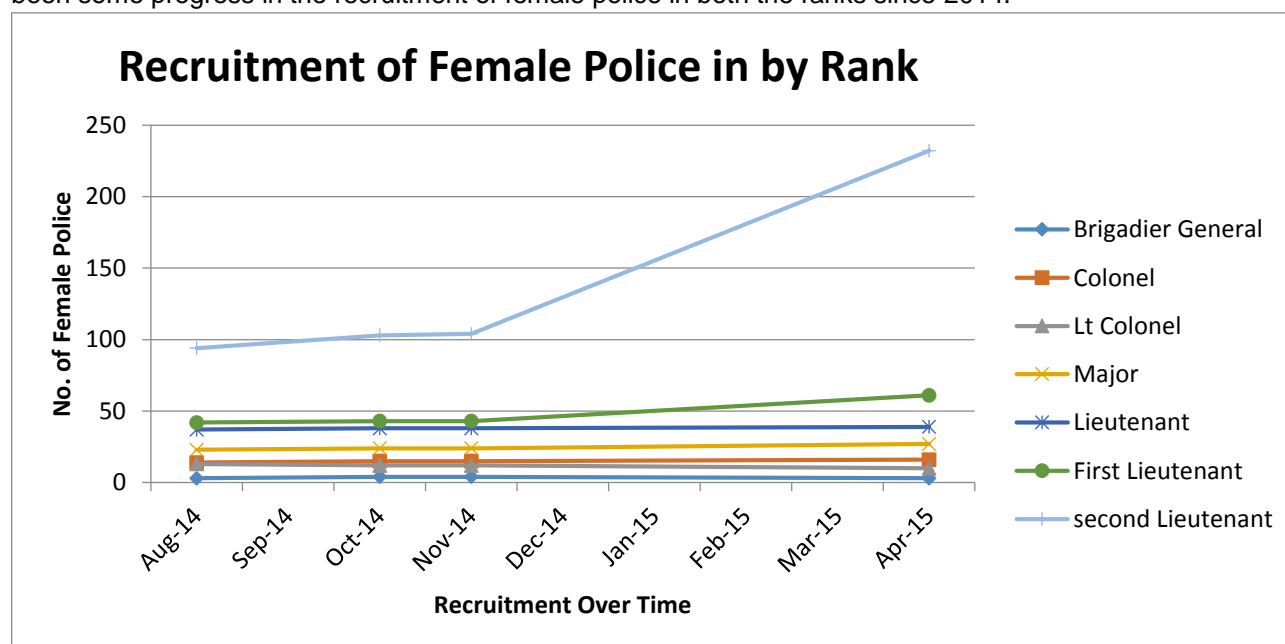
22 A Way to Go: An Update on Implementation of the Law on Elimination of Violence against Women in Afghanistan, Kabul, Afghanistan, UNAMA/OHCHR, 2013, 23, 25.

employees and strengthen gender-responsive policing. Interviews and expert surveys issued in partnership with the Ministry indicate that cultural restraints, internal police views on the proper place of women, and MOIA officials' opposition to the violence against women law may pose structural challenges to achieving the gender-related goals.<sup>23</sup>

**Figure 2: Female Police Numbers and Ranks**



**Analysis:** The above chart illustrates the progress of female police recruitment in lower ranks of the ANP.. Lower rank includes non-commissioned officers. Higher ranks includes second Lieutenants to Brigadier Generals (there are no female police above the rank of Brigadier General). The chart shows that there has been some progress in the recruitment of female police in both the ranks since 2014.



**Analysis:** Out of 2145 female police, 1757 are non-commissioned officers (low rank). The graph illustrates that even in the higher rank, 232 are Second Lieutenant which is the lowest title in the higher rank. This suggests that women are recruited into lower ranks or are not promoted to higher ranks.

**Source:** Figures from MOIA Gender Directorate updated up to April 2015

**Analysis:** UNDP

<sup>23</sup> A Way to Go: An Update on Implementation of the Law on Elimination of Violence against Women in Afghanistan, Kabul, Afghanistan, UNAMA/OHCHR, 2013, 23, 25. Rule of Law Indicators Study, indicator 4 and 5, 2014, page 21.

**Low level of public trust in the police:** The MOIA has identified the low level of public trust in the police as a Ministry ‘weakness’ and ‘opportunity’ (see Figure 1). It also emphasizes the role MOIA plays in building trust, being often the first and only level of government that Afghan citizens seek for services or justice, and believes that absence of this is an immediate threat to national security. Public perception data, and national expert opinion polls developed in partnership with MOIA, suggest high public confidence in the ability of the police to provide security against external influences and attacks. However, there is much lower confidence in the police’s ability to respond to crime, community-police relations and fair treatment of different groups. For instance public trust rates in the police to provide security is approximately 80%.<sup>24</sup> However, 76.34% of the public focus group participants think arrest can be avoided with a bribe, 58.33% agreed that the police are abusive in their contacts with the population, and 61.55% were not satisfied with the response of the police when reporting crime.<sup>25</sup> Such challenges will not only prevent the police from fulfilling its core mandate, but as the police force is one of the most visible representatives of the State, it affects trust in the GIROA as a whole.

**Low quality working and living conditions, and health care services for police.** H.E. President Ghani has highlighted the lack of safe and affordable housing for police, while MOIA similarly has noted the low quality of police health care services as a Ministry weakness. Indeed, in thirty years of war, there has been widespread destruction of government buildings and installations throughout Afghanistan. Since 2001 and the insurgency, the limited security sector funding available has often been directed to the army instead of the police. This has led to inadequate spending on police stations, accommodation, and other quality-of-life indicators, such as health care and education support to the children directly impacting on the overall morale of the serving personnel.

**Low level of national police education:** The level of police education has been emphasized by the MOIA and H.E. President Ghani as a priority challenge for the delivery of quality police services, as well as to reduce the costs of training and mentoring, as more qualified graduates will require less mentoring and training; as well as to reduce the cost of follow-on training. In public perception data and national expert opinion polls, the shortcomings of the police are consistently attributed to the lack of quality education.<sup>26</sup> Causes identified by H.E. President Ghani include the lack of number of Afghan police academies, and their lack of infrastructure, curricula and staff capacity.



**Police woman graduating from LOTFA supported SIVAS training**  
*Source: UNDP, 2014*

24 Rule of Law Indicators Study, National working group on Rule of Law Indicators, 2015 (ROLIS 2015), Asia Foundation Survey 2014, District Security Survey, MOIA and UNDP LOTFA, 2015 (District Security Survey 2015)

25 ROLIS 2015; District Security Survey, 2015

26 ROL indicators report

## 1.2 Government of Afghanistan Solutions

To address the challenges, GIROA has set out a clear vision, and proposed a large number of security sector reform interventions regarding the MOIA. The interventions proposed are based on lessons learned, as detailed in section II and III. H.E. President Ghani's nine priorities for the reform of MOIA, and the MOIA Five Year Strategy and its five goals, detail these interventions. In addition, the Office of National Security has been developing a new National Threat Assessment which will inform the operational direction of the MOIA and the Ministry of Defence (MOD) to respond to current security threats.

### ***H.E. President Ghani's nine priorities***

H.E. President Ghani has requested partners to focus their support to MOIA and ANP towards achieving the five-year strategic goals of MOIA and the following nine priorities:

1. Institutional Reform to "ensure the proper use and management of resources but also make (MOIA a transparent and accountable institution" [...].
2. Alignment of MOIA *Tashkeel* with Priorities and Needs to "initiate civilian policing in the areas where there is some level of security" [...].
3. Technical Assistance to Security Sector Based on Needs and Demand to "move from supply---driven technical assistance to demand--- and needs---driven technical assistance" [...].
4. Review of Security Sector Institutions, Roles, Size and Needs to "assess the roles of police and army fighting the insurgents in relation to their numbers and costs" [...].
5. Transforming Police for a Credible Career [...]
6. Training and Capacity Building of Police [...]
7. District Police Station as Part of District Complex so that "police stations fully incorporate the concept of district-level complexes to accommodate the police, courts and governor's office" [...]
8. Long-term Partnership Negotiation with Private Sector for Quality Supply and Services to "ensure sustainability within the security sector" [...]
9. Revisiting UNDP overhead fees

### ***The MOIA Five Year Strategy and Goals***

The MOIA Five Year Strategy elaborates on the "Ten-Year Vision for the Afghan National Police (2013-2023)." It stipulates that *"by 1402 (solar year) the Ministry of Interior Affairs and the Afghanistan National Police will be a more civil, professional, impartial, non-partisan, capable, effective, and publically trusted entity, with a core responsibility to enforce the Rule of Law without ethnic, language, gender or faith discrimination, reliant on Afghanistan internal resources that will facilitate conditions for the social and economic development of the country"*.

The vision incorporates 15 immediate priorities that the Minister of Interior Affairs set out during H.E. President Ghani's inauguration. The MOIA Strategy articulates the following strategic goals:

1. Strengthen public order and security, and reduce insurgent activity.
2. Enforce the Rule of Law, reduce crime, and combat narcotics and corruption.



3. Strengthen strategic management and communications systems, through institutional development, diversity and structural reforms.
4. Improve MOIA professionalism, provide quality security services to the public, and strengthen public trust in the police.
5. Improve the quality and effectiveness of infrastructure, resources, and support services to MOIA.

The MOIA Five Year Strategy is complemented with a Three-Year Implementation Plan.

### 1.3 GIROA Strategy for Reform

To implement the reform agenda, H.E. President Ghani set out a transition process. This process should ensure that all international assistance to the MOIA is aligned with the MOIA's reform agenda. H.E. President Ghani established a Transition Team to lead this on his behalf. This Team is working with the MOIA, the MOD, and the Office of National Security to ensure MOIA reforms are being implemented. It will also ensure that challenges evolving out of the continuously changing operating and security environment are coherently addressed. The Team also supports partners with the development of their transition plans, which will be aligned to the GIROA priorities of the MOIA Five Year Strategy and the nine MOIA reform priorities and the Three Year Implementation Plan.<sup>27</sup> The Transition Plan for LOTFA is designed to handover non-fiduciary payroll management support to the GIROA by December 2016, however the handover can be done at a sooner date if conditions are met, and strong capacity interventions are included in the Project to support achievement of the handover.

The Transition Team proposes two priorities for the implementation of MOIA reform that represent a major shift in how aid for Afghan policing has been delivered and implemented: civilianization and aid coordination priorities. Both bring great opportunities, in particular in ensuring (cost-) effectiveness and coordination of international assistance in support of MOIA priority needs.

#### **Civilianization**

H.E. President Ghani's number one priority is institutional reform, including the recruitment of highly qualified civilians. H.E. President Ghani suggests that civilians take on human resource management, budgeting and financial management, payroll management, procurement, infrastructure and facilities management, medical services, ICT, planning and M&E, donor coordination, internal auditing and logistics roles. These would complement competent professionals in line positions to lead the institutional reforms, working side by side with uniformed personnel. While previous Governments have emphasized the need for the Ministry to civilianize, none have thus far proposed to complement uniformed personnel in the MOIA by civilians.

Currently there is no distinction between MOIA and ANP staff. All 157,000 MOIA staff on the *Tashkeel* (the official staffing table) are also ANP and vice versa.<sup>28</sup> Roles and responsibilities overlap, as the Minister serves as both the head of the Ministry and as the operational police commander. Accordingly, the ANP is not functioning as a separate functional organisation that is operationally independent. It is also subordinate to policy and strategic direction from other political directions. This makes it difficult to ensure accountability and may compromise MOIA's operational effectiveness, if personnel with the requisite administration functions and expertise are not in place.

The proposed reforms represent significant change. The most important aspect of civilianization is freeing of professional police to contribute to the real operational needs and their enhanced

---

<sup>27</sup> Letter of H.E. President Ghani to LOTFA Donors on MOIA Reform and LOTFA Transition, April 24 2015 (Annex III).

<sup>28</sup> There are approximately 5,000 to 6,000 "non-ANP" staff contracted outside *Tashkeel* for specialized civilian functions.

presence within the community they serve. However, in absence of legal and organizational infrastructures for the introduction of civilian personnel, confusions regarding HR and payroll policies, benefits and privileges may occur. The organization will have to make a significant cultural shift. There are many uncertainties in relation to potential staff rotations, and leadership changes, among other factors.

### ***Aid coordination***

The GIROA will take the lead on the coordination of international assistance through the establishment of an Aid Coordination Department under a General Directorate for International Cooperation. The mandate for coordination of MOIA assistance was given to the International Police Coordination Board (IPCB) in 2006. The GIROA and IPCB agreed in March 2015 to transition IPCB functions and its Secretariat to the MOIA, which will be concluded by September 2015.

The MOIA has already developed a first draft 'Development Partnership Strategy' which will inform the establishment of this General Directorate. The overall goal is to ensure international assistance is provided effectively and without duplication, in line with the Paris Principles on Aid Effectiveness. Implementation of the Partnership Strategy will allow the MOIA to coordinate international assistance to the Ministry and police services; to match needs with assistance; and coordinate dialogue with stakeholders on major areas of importance. This is also a major requirement to implement H.E. President Ghani's priority number 3, on Technical Assistance to the Security Sector Based on Needs and Demand.

In parallel, the Transition Team has initiated consultations with other partners to develop their Transition Plans, to facilitate making their support fit the goals of the MOIA reform agenda. Given the volume of funding channelled through LOTFA for ANP salaries, LOTFA was selected as one of the first partners on the list.

National ownership of the coordination of international security sector support is strongly recommended by the United Nations,<sup>29</sup> and is in line with the Paris Declaration on Aid Effectiveness. By clearly aligning international aid with MOIA reform goals, it promotes MOIA leadership and strategy implementation. Through this process, significant cost-effectiveness gains are expected, ensuring aid is used effectively. The IPCB transition itself is a good example, with GIROA estimating it can do the same work for 20 per cent of the costs.<sup>30</sup>

**FIGURE 3: Partnerships and the Paris Declaration**

*Partnerships and the Paris Declaration*

Afghanistan is a signatory to the Paris Declaration on Aid Effectiveness. The Paris Declaration (2005) outlines the following five fundamental principles on making aid more effective:

1. **Ownership:** Developing countries set their own strategies for poverty reduction, improve their institutions and tackle corruption.
2. **Alignment:** Donor countries align behind these objectives and use local systems.
3. **Harmonisation:** Donor countries coordinate, simplify procedures and share information to avoid duplication.
4. **Results:** Developing countries and donors shift focus to development results and results get measured
5. **Mutual accountability:** Donors and partners are accountable for development results

<sup>29</sup> United Nations Guidance Notes on Security Sector Reform 2012

<sup>30</sup> Statement of Ms. Nargis Nehan, President's Transition Team during LOTFA donor consultation of 11 June 2015

## II. Strategy

### 2.1 Theory of Change

#### *Summary statement*

The analysis of problems and solutions by the Government is sound. The proposed MOIA reform interventions are aligned with global best practices and can be summarized by the following theory of change:

If capacity can be developed within the MOIA to implement its vision and reform programme as set out in the MOIA ten-year vision, the MOIA Five Year Strategy, and H.E. President Ghani's letter of 24 April 2015, then measurable improvements will be visible in the following areas:

- The ability of MOIA to undertake all aspects of payroll management for its uniformed ANP personnel,<sup>31</sup> and its wider planning for and efficient use of its financial, human and technical resources
- The accountability, operational efficiency and sustainability of MOIA
- The breadth, depth and quality of police service delivery
- The breadth, depth and quality of community engagement with the Government

This, in turn, will result in improved Government ownership and functionality, greater fulfilment of the Ministry's mandate, reduced crime and opportunities for corruption, and enhanced MOIA credibility and public confidence. This will contribute to improving the Rule of Law, justice and security, the key solutions for breaking cycles of violence.<sup>32</sup>

#### *Capacity development interventions targeted by LOTFA (2015-2016)*

UNDP cannot address all sustainment and capacity development challenges that have been identified. As such, the two LOTFA Projects target explicit GIROA priorities that are within the constraints of time, donor contribution agreements, the UNDP organizational mandate and comparative advantage. Accordingly, UNDP will seek to address the following challenges:

- MOIA is unable to execute its payroll management on behalf of the uniformed personnel for which it is responsible.
- MOIA is restricted in its ability to lead and manage the implementation of its reform programme.
- MOIA is restricted in its ability to lead and manage effective donor coordination.
- MOIA is restricted in its ability to deliver sustained functional and operational improvements through more efficient use and deployment of short-, medium- and long-term financial, human and technical resources, among them:
  - Expanding the employment of female and trained civilian personnel across the Ministry;
  - Strengthened workforce planning, training and education, and leadership development;
  - Prioritizing investments to address personnel and infrastructure needs, and deploying them more efficiently to fulfil the Ministry's policing and security mandate;
  - Improving oversight, accountability and transparency mechanisms to strengthen the resilience against corruption;
  - Strengthening quality police service delivery to the Afghan population; and

---

31 The ALP and APPF are regarded as police sub-pillars, and, together with civilian personnel, are not included in this task. CPD Prison are currently afforded all the protections of the ANP Inherent Law (Art 18) and are included in ANP pay. The CPD Prison Guards are responsible for the internal and external security of prisons and detention centres (up to a 500-meter perimeter) and are reporting to the General Directorate of Prisons and Detention Centres (GDPDC). This is an agency within the MOIA and is the central administration for all prisons and detention centres (Art 17).

32 United Nations Secretary-General, "Report of the Secretary-General on peacebuilding in the immediate aftermath of conflict", 2008, A/63/881-S/2009/304; World Bank, 'World Development Report 2011: Conflict, Security, and Development', World Bank, 2011; International Dialogue for Peacebuilding and Statebuilding; 'The New Deal for Engagement in Fragile States', 2011; UN common country assessment Afghanistan 2014; United Nations Development Assistance Framework Afghanistan 2014-2017.

- Expanding community engagement in response to a fluid security environment.

The immediate causes of these challenges arise from a number of factors, which will be addressed by the Project:

- **Limited leadership and senior management capacity** to connect strategy and policy development and planning, programming, budgeting, execution, monitoring and evaluation, and accountability mechanisms
- **Limited leadership and senior management capacity** to ensure application of needs-based and results-based management, including in resource prioritization and allocation, and the development and implementation of systems and processes, with monitored annual action plans to address priority needs and secure results and oversight and reporting of outcomes
- **Limited (or non-existent) staff capacity** in identified directorates, departments and police operations to undertake functional tasks to an agreed standard of performance
- **Limited capacity in organizational structures and business processes**, including the absence of organizational structures, or the limited performance of existing structures, and the absence of or weaknesses in processes

The proposed Project activities intend to address these issues in particular areas of the Ministry's operations. Underlying causes will be addressed in particular areas:

- **Rule of Law, gender and human rights issues:** weaknesses in the legislative framework, in particular in relation to conventional policing functions and gender and human rights obligations; limited connection among legislation, regulation, policy and operations; and limited accountability for the law.
- **Public trust and confidence issues:** in some areas the level of trust in the ANP is so low that delivery of policing services should start with confidence-building activities. These activities may have an immediate but short-term effect in increasing public confidence and building a sense of security.
- **Sustainment and financial sustainability issues:** there is not enough GIROA funding to sustain ANP/GDPC; and to further develop and reform MOIA/ANP.

Figure 5 shows the challenges, mapped against Project interventions.

### Assumptions

During the 18-month period, the Projects cannot address all the identified sustainment and capacity development challenges. No direct support can be given to military-oriented policing services.<sup>33</sup> Similarly, donor obligations mean that no allocation of funds can be made to the Afghan Local Police (ALP) and the Afghan Public Protection Force (APPF).<sup>34</sup> In certain areas of work, UNDP simply does not have a comparative advantage. Examples of such areas are construction work, buying equipment and uniforms and other largely sustainment related issues. As such, an overarching assumption is that in order to realize MOIA's full potential, GIROA needs to coordinate with other partners to fulfil those needs. H.E. President Ghani's Transition Team has confirmed that the MOIA strategy and the nine priorities set out in H.E. President Ghani's letter of 24 April 2015 represent the Government's overall MOIA reform agenda. This agenda should be implemented by all partners

33 [www.oecd.org/dac/stats/dac/directives](http://www.oecd.org/dac/stats/dac/directives). So, for instance, while UNDP Projects can and will support MOIA in planning and budgeting processes (which may include budget for instance on shootings and weapons management), it cannot and will not directly support a police training that involves shooting/weapons management.

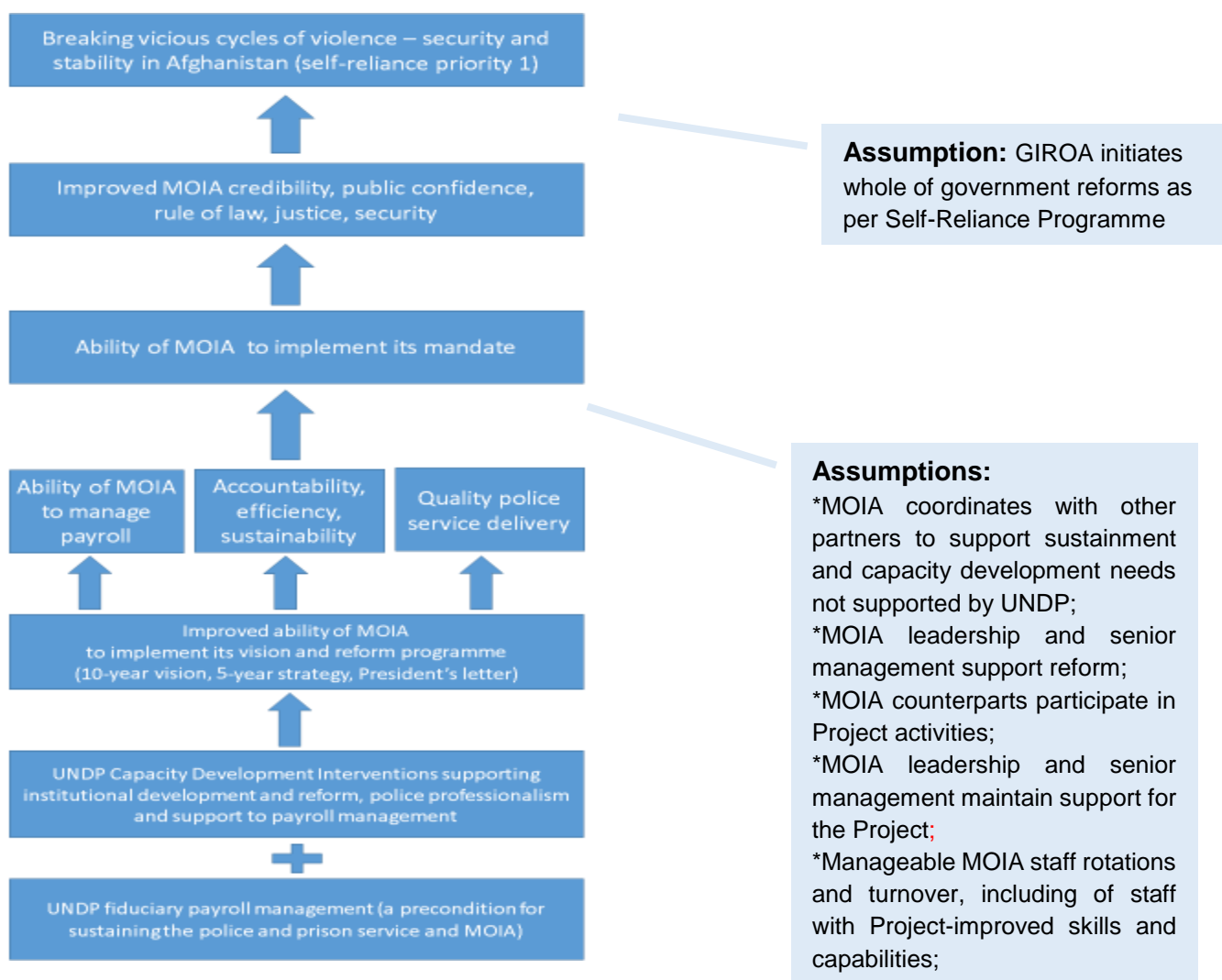
34 The Afghan Local Police (ALP) and the Afghan Public Protection Force (APPF) are subsidiary security organizations of MOIA. They are under the authority of the MOIA but are not included in the approved ANP *Tashkeel* (staffing table): APPF forces are paid through national budget allocated to the MOIA; and the ALP is funded by CSTC-A only. Both force structures are outside the scope of the LOTFA Project, whose mandate is to support the salary payment system only of authorized ANPs (157,000 personnel) and CPD (6,065 personnel as per current *Tashkeel*).

jointly under the direction of the Aid Coordination Department to foster better cooperation among the partners.

To achieve the higher-level goals of public confidence, Rule of Law, justice and security, comprehensive whole-of-Government reforms are needed. Global best practices and research suggest that justice, security and jobs are the three most important factors for breaking vicious cycles of violence. Therefore the justice institutions, parliament, civil society and other Government institutions, as well as the institutions that improve employment generation are as equally important as MOIA for attaining these higher-level goals. UNDP assumes, as set out in its Self-Reliance Programme, the Government will address the reforms comprehensively and coordinate as necessary with other partners and other relevant UNDP and UN Projects.

More detailed assumptions are indicated in the results frameworks and the risk logs for the Projects.

**Figure 4: Theory of Change LOTFA 2015-2016**





**Figure 5: challenges mapped against project interventions (P1 = SPM Project; P2 = MPD Project, Component 1 and 2)**

Problem	Addressed through	Leads to
<b>Limited leadership and senior management capacity, with particular attention to women</b>	<p>P2, C1: Activity Result 1.1: civilianization / implementation plans at national and provincial levels</p> <p>P2, C1: Activity Result 1.2: policy framework and work systems for Change Management, Capacity Development and Aid Coordination</p> <p>P2, C1: Activity Result 1.3: policy framework and work systems for Monitoring and Evaluation, and continuous performance management</p> <p>P2, C2: Activity Result 2.4: training for promotion in line with MOIA's Human Resources policy.</p> <p>P2, C2: Activity Result 2.3: ANP Future Leaders Programme</p> <p>P2, C2: Activity Result 3.2: Policewomen's Councils</p> <p>P2, C2: Activity Result 3.5: District Safety Security Survey (DSSS)</p> <p>P1: Activity Result 2.4: WEPS reports better support communication, decision making and prioritisation</p>	Strengthened MOIA capacity to lead and manage agreed reform mechanisms; improve aid coordination; improve functional performance and capacities across the organization, including for female staff, make decisions based on data and evidence; MOIA credibility
<b>Limited organizational structure and systems capacity</b>	<p>P2, C1: Activity Result 1.2: Change Management, Capacity Development and Aid Coordination systems</p> <p>P2, C1: Activity Result 2.1: improving selected business processes</p> <p>P2, C1: Activity Result 2.3: digitization of selected business processes</p> <p>P2, C1: Activity Result 2.4: human resources policies</p> <p>P2, C1: Activity Result 2.5: improving existing ICT assets</p> <p>P2, C1: Activity Result 2.7: programme budgeting</p> <p>P1: Activity Result 1.2: Policies and procedures for payroll calculation elements<sup>30</sup></p> <p>P1: Activity Result 1.3: review of sustainability of ANP/GDPDC police pay structure</p> <p>P1: Activity Result 1.4: MOIA's internal control framework for payroll and payment</p> <p>P1: Activity Result 2.3: systems for time and attendance collection, reporting and verification procedures</p> <p>P1: Activity Result 2.4: WEPS reports support decision making and prioritisation</p> <p>P1: Activity Result 3.1: MOIA electronic payroll systems are functional nationwide</p> <p>P1: Activity Result 3.2: Identified payroll systems are interlinked automatically</p> <p>P1: Activity Result 3.3: Personnel on payroll systems validated and verified</p> <p>P1: Activity Result 3.4: systems for timely funds disbursement and receipt</p> <p>P1: Activity Result 4.1: Intranet connectivity established for payroll and HR offices.</p> <p>P1: Activity Result 4.2: WEPS Disaster Resilience and Recovery (DRR) plan</p>	Improved key administrative functions, financial and organizational planning, improved capacity in further leading and managing change guide and promoting changes to the organization structure and systems, building targeted and prioritised skills, promoting best use of donor resources, and monitoring and reporting results delivered; improved (potential) retention; improved personnel trust; reduced corruption; improved quality of appointments and promotions; strengthened police support services; improvements in police workplace conditions; improvements in institutional performance; MOIA credibility; improvement in police service delivery; public confidence
	<p>P2, C1: Activity Result 3.1: Office of Inspector General</p> <p>P2, C1: Activity Result 3.2: Internal complaints mechanisms</p>	Improved internal control and accountability mechanisms; improved transparency and accountability; improved MOIA credibility and public trust
	<p>P2, C2: Activity Result 1.1: review of Police Law</p> <p>P2, C2: Activity Result 1.2: Afghanistan-applicable policing standards that strengthen human rights, gender-responsive and community oriented policing</p>	Improved connection between legislation, policing standards and systems; facilitation of structural organizational changes; improved response to police current and future responsibilities; improved police service delivery; improved public perception and trust
	<p>P2, C2: Activity Result 2.1: MOIA training and education curriculum</p> <p>P2, C2: Activity Result 2.4: training for promotion in line with MOIA's HR</p>	Improved training systems, foundational frameworks to develop existing and new personnel; address current and future police development priorities; improved police service delivery; improved public perception and trust
	<p>P2, C2: Activity Result 3.1: Police-e Mardumi and safety and security committees</p> <p>P2, C2: Activity Result 3.2: Policewomen's Councils</p> <p>P2, C2: Activity Result 3.3: MOIA information desks</p> <p>P2, C2: Activity Result 3.4: MOIA 119 provision</p>	Improved systems for sub-national level service delivery; data and case registration; improved understanding of community needs and ability to generate relevant, prioritised policy and programmatic responses; improved police service delivery; public confidence
<b>Limited (or non-existent) staff capacity with particular attention to women</b>	<p>P1: Activity Result 2.1: MOIA able to undertake all payroll management tasks</p> <p>P1: Activity Result 2.2: MOIA conducts internal validation and reconciliation</p> <p>P1: Activity Result 2.3: Time and attendance collection, reporting and verification procedures at national and subnational level</p>	Ownership of payroll tasks transferred to MOIA
	<p>P2, C1: Activity Result 1.2: Capacity Development Unit / civilianization</p> <p>P2, C1: Activity Result 2.2: on the job training for selected business processes</p> <p>P2, C1: Activity Result 2.4: HR policies promoting capacity development</p> <p>P2, C1: Activity Result 2.6: Implementation of Gender Strategy</p> <p>P2, C1: Activity Result 2.7: on the job training in programme budgeting</p> <p>P2, C1: Activity Result 3.3: on the job training female related complaints</p> <p>P2, C2: Activity Result 2.1: training and education curriculum for police</p> <p>P2, C2: Activity Result 2.2: capacity of MOIA trainers as adult educators</p> <p>P2, C2: Activity Result 2.3: ANP Future Leaders Programme</p> <p>P2, C2: Activity Result 2.4: training for promotion in line with MOIA's HR</p> <p>P2, C2: Activity Result 3.1: Police-e Mardumi and safety and security committees</p> <p>P2, C2: Activity Result 3.2: Policewomen's Councils</p> <p>P2, C2: Activity Result 3.3: MOIA information desks</p> <p>P2, C2: Activity Result 3.4: MOIA 119 provision</p>	Improved overall uniform and civilian female and male personnel skills and capabilities at all ranks and grades, but in particular in application of business processes; budget planning and programming; M&E; complaints registration; gender issues; conventional policing - improved retention and quality of promoted staff; strengthened cross-Ministry functionality; improved ability to deliver on MOIA mandate; improved quality of outputs; improved personnel trust; improved MOIA credibility and public trust
<b>Rule of law, gender, human rights framework and practices</b>	<p>P1: Activity Result 1.1: Government policy, legislation or regulation affecting payroll reviewed</p> <p>P1: Activity Result 1.2: Policies and procedures document to account for all Government payroll calculation elements<sup>31</sup></p> <p>P1: Activity Result 1.4: MOIA's internal control framework for payroll and payment improves performance accuracy and accountability</p> <p>P2, C1: Activity Result 2.1: business processes are improved</p> <p>P2, C1: Activity Result 3.1: OIG</p> <p>P2, C1: Activity Result 3.2: Internal complaints mechanisms</p> <p>P2, C2: Activity Result 1.1: review of Police Law including against conventional policing standards</p>	Legislation responds better to MOIA and police current and future responsibilities; improved connection between legislation, regulation, policy and operations; improved compliance with and accountability against laws, policies, ethics codes, human rights and gender obligations; the law; clearer legislative and regulatory context drives stronger, more relevant policy making and operations;
	<p>P2, C2: Activity Result 1.2: Afghanistan-applicable policing standards that strengthen human rights, gender-responsive and community oriented policing</p>	
	<p>P2, C2: Activity Result 2.1: training and education curriculum for police</p> <p>P2, C2: Activity Result 2.2: capacity of MOIA trainers as adult educators</p> <p>P2, C2: Activity Result 2.3: ANP Future Leaders Programme</p> <p>P2, C2: Activity Result 2.4: training for promotion in line with MOIA's HR</p> <p>P2, C2: Activity Result 3.1: Police-e Mardumi and safety and security committees</p> <p>P2, C2: Activity Result 3.2: Policewomen's Councils</p> <p>P2, C2: Activity Result 3.3: MOIA information desks</p> <p>P2, C2: Activity Result 3.4: MOIA 119 provision</p>	More knowledge and skills on conventional policing, human rights, gender; improved police services; improved rule of law, gender-responsive policing and human rights compliance
<b>Base trust and confidence issues</b>	<p>P2, C2: Activity Result 3.1: Police-e Mardumi and safety and security committees, outreach</p> <p>P2, C2: Activity Result 3.2: Policewomen's Councils</p> <p>P2, C2: Activity Result 3.3: MOIA information desks</p> <p>P2, C2: Activity Result 3.4: MOIA 119 provision</p>	Immediate contact between police and community from a positive angle; leads to immediate short term increases in public confidence and trust (needs to be sustained through institutionally embedded conventional policing practices)
<b>Financial sustainability and sustainment issues</b>	<ul style="list-style-type: none"> <li>Fiduciary management of police salaries</li> <li>All of the above.</li> </ul>	Leads to existence of a police force and prison personnel; all of the above leads to organizational efficiencies, reduced corruption and waste and cheaper methods of policing



## 2.2 LOTFA Implementation Approach

### *Phased approach with joint monitoring and evaluation*

In accordance with H.E. President Ghani's instructions, the Projects will be implemented over an 18-month period, in three phases. The Project results framework comprises outputs for measuring progress over the 18-month period. Indicator targets are set for each phase at the output- and activity results-levels that include gender considerations. In accordance with H.E. President Ghani's instructions, they are set for the central level in Kabul, as well as for subnational levels. The financial responsibilities of UNDP and MOIA are defined by the annual work plan (AWP). For example, MOIA will be the responsible partner for payroll funds as these are channelled directly through the Ministry of Finance (MOF) and MOIA. A detailed implementation plan will be developed in the first 30-60 days of implementation, which will be aligned with the MOIA Three Year Implementation Plan. It will contain a breakdown of activities in programming tasks, such as drafting a terms of reference or organizing a workshop, and will identify roles and responsibilities between UNDP and MOIA in detail, at the directorate, department and units levels.

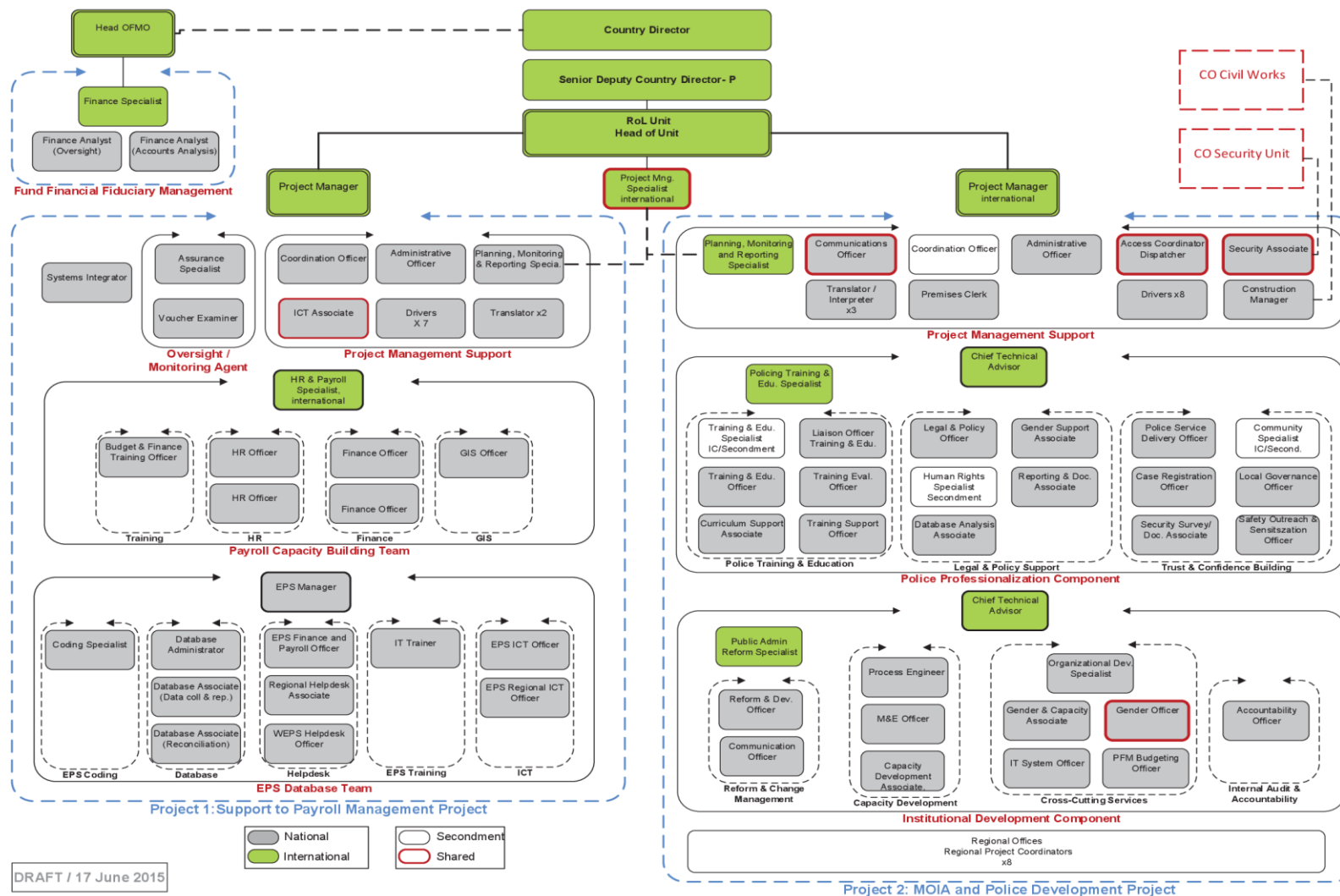
Each phase will conclude with a review on progress against targets conducted jointly by GIROA, donors and UNDP. Data and information flowing from the M&E framework, and the risk log, will inform the review, and risks will be analysed jointly where they impact the overall achievement of outputs. Based on the review, the Project document and/or annual workplan and implementation plans may be adjusted, as needed. This will ensure that Project outcomes are achieved as per the intent of the Project partners and are based on the realities of the situation at the conclusion of the each phase.

### *One Fund, Two Projects*

The previous seven LOTFA Projects, beginning in 2002, provided a single Project deriving from a Trust Fund with Project responsibility for both payroll management and disbursing police salaries, and, recently, incorporating some capacity development activities. Under the new LOTFA, support to payroll management interventions, and MOIA and Police development interventions, are split into two separate Projects under one Trust Fund. The UNDP Country Office will transfer funds to MOF for police salaries. The Theory of Change (Figure 4) illustrates the Projects are mutually reinforcing, and contribute towards the same goal.

The splitting of the original Project into two Projects will allow better facilitation of the handover of payroll management over time with full handover of the UNDP-supported payroll management functions to GIROA by December 2016. Meanwhile, the longer-term development activities can be implemented at a more appropriate and flexible pace, respecting the GIROA's schedule for the longer-term security sector reform and development agenda. The new structure also allows for more targeted recruitment of technical personnel, acknowledging the different nature of, and skills required for, the two Projects. Notably, the Projects are still united by an overarching Project Board and Fund structure. This single structure acknowledges the necessity of results by both Projects to achieve GIROA's security sector objectives. It also acknowledges the outcome of the UK Due Diligence Assessment, and donor preferences.

Figure 6. LOTFA Project Structure by International, National and South-South



## Project Management Support

The reformed LOTFA structure has significantly reduced the number of Project management support positions, and reduced the levels of seniority. It introduces a small Project management support structure in each of the two Projects. By eliminating silos and layers of review, Project management support will be more efficient and effective. Moving procurement, administration, HR, and finance functions from the Project to the UNDP Country Office will help to economize, while providing strengthened Country Office oversight and adherence to corporate UNDP procedures. Figure 7 below provides an overview of the change in Project management functions from LOTFA Akheri to the new LOTFA.

**FIGURE 7. LOTFA- Akheri & LOTFA MOIA Project Management Support Functions**

LOTFA Akheri Staffing		LOTFA Successor Staff	
Programme Management	Programme Manager	Project 2 - Management Support	Project Manager (Int.)
			Project Manager Specialist (Int.)
	Deputy Programme Manager		Planning, Monitoring and Reporting Specialist (Int.)
	National Deputy Programme Manager		Communications Officer
	Coordination Specialist		Coordination Officer
	Technical Specialist (Reporting)		Administrative Officer
	Technical specialist (Partnership/risk log)		Access Coordinator Dispatcher
	Executive Officer		Security Associate
Programme Management Support	M&E Specialist		Translator/ Interpreter* 3
	National M&E Officer		Premises Clerk
	M&E Associate		Construction Manager
	Communications Specialist		Driver * 8
	National Communication officer	Project 1- Management Support	Planning Monitoring and Report Specialist (Int.)
	Gender Specialist		Coordination Officer
	Gender Officer		Administrative Officer
Operations	Operations Manager		ICT Associate
	Procurement Specialist*2		Translator* 2
	Procurement Officer		Drivers * 7
	Procurement Associate		
	Finance Specialist	Fund Financial Fiduciary Management Country Office	Finance Specialist
	Finance Officer		Finance Analyst
	Finance Associate		Finance Analyst
	HR Specialist	RoL Unit Country Office	National Professional Officer RoL Unit
	HR Officer		National Professional Officer RoL Unit
	HR Associate * 2		Programme Specialist
	Asset Management Associate		
	Administrative Officer		
	ICT Associate		
	Security Associate		
	Dispatcher		
	Drivers * 15		
	Storekeeper		
	Cleaner		
	Access Control Guard * 3		
	Operations Clerk (Procurement & Finance)		
	Operations Clerk *2		
	Translator / Interpreter * 3		
Total Staff : 56		Total Staff : 40	
Total Internationals: 13		Total Internationals:6	
Total Nationals: 43		Total Nationals: 34	

Notes: The number of drivers to be reduced. Eight regional staff are split between the 2 Projects

## Fiduciary Management of salary transfer from UNDP to the Ministry of Finance

To ensure a strengthened division of responsibilities between fund administration, operation and implementation, the Fund Financial Fiduciary Management Unit (FFFMU) has been established within the Office of Financial Management and Oversight (OFMO) of the UNDP Country Office.

The OFMO manages financial planning and budgeting, contribution management and reporting, financial control and accounts analysis, programme finance oversight, financial operations and the fund fiduciary management. Within the OFMO is the Contribution Management and Reporting Unit, which makes the legal agreements with partners for contributions to the LOTFA and other UNDP Trust Funds and Projects.

Foremost, the new FFFMU ensures a firewall between the functions of fiduciary management and programming. From now on, the transfer of funding from UNDP to MOF for ANP/GDPDC salary will be managed by the FFFMU rather than by the Project. Thus the 'Support to Payroll Management' Project can focus solely on MOIA capacity development support, and avoid mixing fiduciary management with programme implementation.

The unit will ensure additional layers of control by linking LOTFA financial management to the Country Office financial management through one integrated structure, under the overall supervision of the Chief Financial Officer and Country Director. Unlike previous arrangements, under the new procedures the FFFMU will provide additional oversight through the development and implementation of a 'spot check plan' that will be developed based on risk analysis. The FFFMU will be responsible for generating analysis and donor reporting in compliance with the establishing reporting procedures.

The funding flows, contained in the Annexes, reflect the following roles and responsibilities as they relate to the UNDP Fund management process:

**Financial planning and analysis:**

- Monitoring Fund income
- Financial risk analysis
- Planning of financial advances in collaboration with MOIA and Project Manager based on expenditure analysis and possible adjustments
- Preparation of advance request for signature of MOF/MOIA
- Processing advance and coordination with UNDP Treasury
- Planning of oversight mechanism (based on risk assessment/expenditure categories)

**Financial Oversight:**

- Monthly control and validation of the FACE report received from MOIA
- Review and control of FACE report
- Monthly recording, analysis and liquidation of expenditures against NIM advance based on AFMIS and support documents at expenditure level
- Spot checks of expenditures and supporting documents according to oversight plan and ad hoc as required
- Liquidation of final payroll reconciliation every 4-5 months
- Advance reconciliation in ATLAS

**Accounts analysis:**

- Analysis of expenditures at output level
- Ongoing data clean up at output level
- Monthly & Quarterly analysis including:
  - Provision of data for financial analysis and forecasting
  - Verification of expenditure in ATLAS
  - Provision of data for financial reporting to donors
  - Provision of monthly financial reports to RoL Unit on budget vs expenditure

**Donor reporting:**

- Reconciliation of totals and prepare donor financial reports according to schedule
- Preparation of financial narrative and submit to donors

***Support to Civilian Personnel Payments***

As set out in the Project document section on the civilianization process, the GIROA has begun the process of identifying and recruiting high-quality talented civilian personnel for specific positions in MOIA. H.E. President Ghani suggested that these personnel be given competitive salaries and has asked LOTFA to finance these newly recruited civilian on-*Tashkeel* positions using the Capacity Building for Results Support (CBR) scheme in order to assist GIROA to improve the capacity of select line ministries in carrying out their mandates and delivering services to the Afghan people.

UNDP, through LOTFA, shall fund civilian personnel in line with the CBR Facility arrangements based on the approval of the MOIA and Project Board. LOTFA may support an interim arrangement during Phase One of the Support to Payroll Management Project to finance a limited number of civilian salaries, while the MOIA is in the process of developing a permanent CBR framework.

During the first phase of implementation, as requested by the MOIA and the donors, UNDP will support the payment of civilian salaries for newly-recruited personnel as described above. UNDP, as requested by the MOIA, may participate in the recruitment process as follows: as an independent member of the short-listing panel and selection committee, including the interview panel; and by providing an opinion on the procedural compliance and fairness of the selection process.

UNDP currently finances 45 National Technical Advisor (NTA) positions in the MOIA, based on the standard operating procedures (SOPs) and the GIROA-NTA policy, in accordance with Presidential Decree No. 635. Twenty of those positions are media-related, with the remaining serving in an advisory or technical support roles in the Office of the Minister, Offices of DM Security, DMPS, DM Administration, and DM Support.

The future utilization of the NTA support to the MOIA, whose personnel are not on the *Tashkeel*, will be reviewed during the first quarter of the Project. The functional review, which will be undertaken in July and August 2015, may be used to assess the utility of NTAs and future support

of the mechanism. If a decision is taken by MOIA and donors to continue to fund posts, then the posts will be fully aligned against the approved workplan in September 2015, based on the review.

The independent functional review will include: (a) a review of the functional alignment of the current NTA support to MOIA; (b) a recommendation on functional areas for future NTA support in MOIA in line with the approved results and resources framework and annual workplan of the Project; and (c) an exit strategy for existing and future NTA-funded MOIA positions. It will be undertaken in a fully consultative and inclusive manner with the MOIA to review all aspects of the current NTA support to MOIA, recommend areas of disengagement and new areas for engagement backed up with analysis to justify the recommendation, including the identification of risks and assumptions. The results will be presented to the MOIA and donors for further consideration in line with the GIROA priorities.

Information on the above schemes will be shared and discussed through TWG forums with other members of the TWG. Any funding of the above mentioned schemes shall be budget under output 5 of the SPM Project, activity result 5.15.

### ***National implementation and responsibilities***

The MOIA is the **national implementing partner** for both Projects under the Fund. This means that by signing the Project document, MOIA enters into an agreement with UNDP to manage the Project. MOIA also assumes full programmatic and financial responsibility and accountability for the effective use of UNDP resources,<sup>35</sup> and the delivery of outputs. Programmatic responsibilities involve activities such as setting policy direction for and reviewing or developing and approving strategies, policies, work-processes, concept notes, terms of references, meeting agendas etc. Financial responsibilities involve the following financial services a) human resources contracting and administration b) procurement of goods and services c) payment of invoices to suppliers and vendors; transfer of salaries; quarterly and annual finance reports; and financial advice, budget calculations and revisions.

Financial responsibility and accountability and therewith the implementation of donor funds provided through UNDP can only be fully entrusted based on the successful conclusion of a standardized capacity development assessment (the HACT).<sup>36</sup> If sufficient capacity does not exist, or MOIA does not have the time to implement arrangements, MOIA may assign UNDP as the **responsible partner** for financial services. MOIA, however, always remains the national implementing partner. Thus, UNDP remains accountable to MOIA for programmatic direction.

---

35 This means, amongst other things, that the implementing partner is responsible to report fairly and accurately on Project progress against agreed workplans, in accordance with the reporting schedule and formats included in the Project agreement. The implementing partner must maintain documentation that describes the proper and prudent use of Project resources, in conformity with the Project agreement, and in accordance with applicable regulations and procedures. This documentation should be made available on request to Project monitors (Project assurance role) and designated auditors.

36 The Harmonized Approach to Cash Transfers Assessment (HACT assessment) is a standard UNDP assessment assessing if national implementing partners have the capacity for financial implementation of funds provided to UNDP by donors. Conclusion of the HACT and the subsequent financial support services provided by UNDP if capacity is not sufficient is the basis for donors to entrust their funds to UNDP.



The Deputy Minister Support is the national Project manager for financial Project implementation of the below documents. His/her LOTFA counterpart is the LOTFA SPM Project Manager for the Support to Payroll Management Project and the LOTFA MPD Project Manager for the MOIA and Police Development Project.

H.E. President Ghani instructed MOIA and UNDP to design the Project with absolute clarity on roles and responsibilities.<sup>37</sup> The following documents set out such roles and responsibilities and should be read as follows:

- **Results and Resources Framework (RRF):** sets out the detailed programmatic vision for activity implementation over the course of the Project duration (June 2015-Dec 2016) and provides an overall indication of the MOIA directorates, departments and units that are programmatically involved in the implementation of the outputs. The RRF does not provide detail on their financial or programmatic implementation responsibilities.
- **Annual Work Plan (AWP):** summarizes the activities provided by the RRF, provides the budget for the activities and defines the responsible partner for the **financial** implementation of activities. The 2015 AWP is included in the annex. The 2016 AWP will be developed in November 2015.
- **Service Level Agreement (SLA):** As per standard practice, the MOIA will be the responsible partner for the transfer of payroll funds from MOF to its ANP and CPD recipients. However, MOIA has not concluded the HACT assessment. Therefore, at the moment of writing this document, MOIA cannot undertake financial services for the financial implementation of other annual workplan activities. Until such time that the MOIA subsequently successfully completes the HACT, UNDP remains the responsible partner for financial services which will be defined in detail in a service level agreement (SLA – a sample is included in the annex) and its accompanying workflows. These will need to be developed and approved by MOIA and UNDP during the first phase of implementation at the earliest feasible time.
- **Implementation Plan:** defines **programmatic and financial responsibilities** at the lowest level of activity implementation and in periods of three to 6 months.

---

37 Letter of H.E. President Ghani to LOTFA Donors on MOIA Reform and LOTFA Transition, April 24, 2015, p.1.

Example Implementation Plan outlining the roles and responsibilities:

<b>LOTFA MPD Project; Institutional Development Component</b>			
<b>Output 1; Activity Result 1.1; Suggested AWP activities</b>	<b>Implementation Plan breakdown by programmatic and financial responsibilities</b>	<b>Responsible</b>	<b>Deadline</b>
1. Develop Monitoring and Evaluation capacity in the Office of Deputy Minister Policy and Strategy with Ministry-wide focal points to coordinate annual progress reports toward the 10 Year Vision and MOIA Strategic Goals and Objectives.	Develop and revise draft TOR (programmatic)	LOTFA CTA Institutional Development	10 July
	Review and approve TOR (programmatic)	DM Policy and Strategy	15 July
	Advertise TOR (financial)	LOTFA Project Manager	1 August
	Etc.	Etc.	Etc.

A number of workshops will be organized in the first 30 to 60 days of Project implementation to develop the implementation plan and ensure that MOIA, and UNDP have an exact understanding of financial and programmatic management and implementation related roles and responsibilities. The national Project arrangements, including assignment of the “responsible partner”, can then be discussed and reviewed for the second phase. This will require close cooperation with all DMs/DGs/Ds in the initial 30 to 60 days of PProject implementation. Particular attention will be paid to alignment of the Project implementation plans with the MOIA Three Year implementation plan.

### ***Capacity Development as the central approach for Project implementation***

Capacity development is central to the work of UNDP and is at the core of its mandate. UNDP defines capacity development as the process through which individuals, organizations and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objectives over time. It is the “how” of making development work better. UNDP supports capacity development, particularly at the institutional level, because institutions are at the heart of human development. Where institutions are able to perform better, sustain that performance over time, and manage “shocks” to the system, they can contribute more meaningfully to the achievement of national human development goals.

For the MOIA development and payroll Projects, capacity development is based on the following methods:

1. Capacity development will simultaneously address capacity gaps in: (a) organizational structures; (b) business or work processes; and (c) capacity of MOIA/ANP personnel, especially to apply business or work processes and provide both strategic and operational leadership.
2. The focus will be on achieving a “critical mass” of capacity development to ensure that improvements will be real and durable. This will be assisted in MOIA by leadership with a “Change Management” approach, and supported by a specialized MOIA capacity development unit.
3. The Projects will focus on national institutional capacity that can replace international support providers in providing technical assistance, workshops, systems development and organizational development to national personnel in the future. This means that:
  - One-off trainings and isolated, one-off cases of technical assistance will be replaced by a team approach, whereby national capacities for technical assistance are built with international assistance.
  - The development of such national capacities will be lodged in institutions, and not just individual counterparts. This will include MOIA, but may also comprise public, private and mixed public/private institutions, such as government and non-governmental organizations, consulting firms and universities. The latter is based on the assumption that while internal capacity is crucial to MOIA and the police academies, external and independent institutions are also important for the holistic development of MOIA capacity. This is especially true for the complex needs of policing in Afghanistan, and was requested by H.E. President Ghani in his Priority number 8.
  - Such capacities will include research, assessments and evaluation, creation of training tools and materials, delivery of training and technical assistance, creation of systems and work processes and assistance for putting them into practice, and coaching of leaders and managers.
4. UNDP will be co-located on the MOIA premises, and UNDP staff will work side by side with their counterparts, in a “twinning” arrangement. Twinning is the LOTFA’s fundamental approach to building capacity through daily substantive interaction by expert Project personnel with counterparts in the MOIA. It also assumes a functional matching and enables mutual accountability, while developing the capacity to perform critical functions. The ability to implement a twinning arrangement is based on the assumption that adequate space and facilities are made available to UNDP, including in the new MOIA infrastructure.

## Monitoring and Evaluation

Monitoring and evaluation is conducted against the Project results frameworks, annual workplans, monitoring framework and risk logs that have been jointly developed by H.E. President Ghani's Transition Team, the MOIA, donors, and UNDP, as part of the Project design process. The LOTFA SPM and MPD planning, monitoring and reporting specialists ensure continuous data collection against the Project baselines and indicators in accordance with the monitoring and evaluation framework. They will use this data to provide evidence based donor reports and flag planning issues to the TWG's and the Project Manager. Evaluations will be conducted by MOIA, the Transition Team, donors and UNDP jointly during the end-of-phase reviews.

### *The difference between monitoring and evaluation*

**Monitoring:** The continual and systematic collection of data on specified indicators to show managers and main stakeholders how a strategy, institution or development intervention is progressing and whether objectives are being achieved in using allocated funds.

**Evaluation:** The systematic and objective assessment of an on-going or completed Project, programme or policy, which looks at its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients of the service or output and partners.

## Risk Management

Risks can damage Project results, and in the worst case cause unintended harm to individuals, groups, institutions or the environment. To deal with known risks, specific risk mitigation measures have been identified in the risk logs for both LOTFA Projects. Based on lessons learned, particular attention has been paid to work that other partners need to complete on activities that LOTFA achievement of outputs are dependent upon. However, since the risk environment is constantly evolving, risk assessments and related management decisions are an ongoing process, not a one-off exercise that takes place at the Project design stage. As such the LOTFA governance structure provides a means for information sharing, technical revision, analysis and decision-making to manage both programmatic and fiduciary risks and continuously and

### *Human Rights Due Diligence Policy*

The Secretary-General's Human Rights Due Diligence Policy on United Nations support to non-United Nations security forces (HRDDP) sets out principles and measures to mainstream human rights in support provided by United Nations entities to non-United Nations security forces, in order to ensure that such support is consistent with United Nations obligations to respect, promote and encourage respect for international humanitarian, human rights and refugee law. Consistent with these obligations, United Nations support cannot be provided where there are substantial grounds for believing that there is a real risk of the receiving entities committing grave violations of international humanitarian, human rights or refugee law, and where the relevant authorities fail to take the necessary corrective or mitigating measures. For the same reasons, if the United Nations receives reliable information that provides substantial grounds to believe that a recipient of United Nations support is committing grave violations of international humanitarian, human rights or refugee law, the United Nations entity providing this support must intercede with the relevant authorities with a view to bringing those violations to an end. The Police Professionalization Component in the MPD Project sets out specific measures to mitigate Human Rights Due Diligence related risks.

jointly update the risk logs. However, as demonstrated through the risk logs, residual risks will remain and unanticipated events will occur, possibly with a negative impact on LOTFA and LOTFA stakeholders. Such effects are beyond UNDP's control.

### **Gender and Human Rights**

LOTFA will take a cross-cutting approach to actively promote gender and human rights. Gender and human rights are mainstreamed in both the SPM and MPD Projects and included at the activity level in the results framework. Gender responsive indicators are included to adequately monitor progress against gender and human rights. As emphasised in the assumptions underpinning the Theory of Change, security and justice reform cannot be addressed by MOIA alone. This holds in particular for most of the gender and human rights related issues that particularly require a multi-sectoral approach. UNDP suggests that these national institutions be worked with closely, including through support provided by other UNDP and UN Projects.

#### ***International obligations in relation to gender and human rights***

Afghanistan is a party to seven international human rights treaties, without reservations, and is a party to the United Nations Convention against Transnational Organized Crime. Afghanistan is also bound by United Nations Security Council Resolution (UNSC) 1325, adopted in 2000, on Women, Peace and Security, and subsequent Resolutions 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2010), 2122 (2013). These instruments incorporate international human rights and gender obligations into the Afghan national legal framework, and impose legally binding obligations on the State to address and eliminate human rights violations including against women and girls. The MOIA strategies endorse promotion of human rights and gender-responsiveness. UNDP provides support in line with the national legal and policy frameworks, and also believes based on international development research and best practices, that human rights based and gender-responsive interventions enhance the security sector's ability to alleviate a number of security issues.

## **III. Governance Arrangements**

Building on previous experience, Governance Arrangements have been further strengthened for the new LOTFA.<sup>38</sup> Robust Project governance along with quality assurance systems are instrumental to leverage the aid effectiveness principles outlined in the Paris Declaration on Aid Effectiveness and the New Deal for Engagement in Fragile States (see page 10 on Aid Coordination). LOTFA's two Projects will put these principles into practice as follows:

**1. "Ownership: Developing countries set their own strategies for poverty reduction, improve their institutions and tackle corruption".** GIROA has set out its own strategies, and H.E. President Ghani and the MOIA have outlined their own priorities for the new LOTFA. As co-chair of the LOTFA

<sup>38</sup> LOTFA *Akheri* governance arrangements addressed issues raised relating to accountability and oversight of LOTFA as a result of internal UNDP reviews such as the UNDP Management Review of 2012 and that of partner assessments, such as the 2014 United Kingdom-sponsored due diligence assessment. Key elements included: stronger UNDP CO oversight and additional resourcing and staffing to UNDP CO Rule of Law Programme Unit (CO ROL Unit); empowering of Technical Working Groups (TWGs) with the aim of reducing the workload of the Project Board and improving technical support and oversight of the Projects; establishment of the "oversight committee", as the establishment of an oversight sub-committee of the Project Board, to examine external audit reports, review managing agent reports and improve Project Board oversight.

Project Board, and National Implementing Partner, the GIROA exercises effective leadership, programmatic implementation and monitoring of the LOTFA Projects.

**2. “Alignment:** *Donor countries align behind these objectives and use local systems*”. The LOTFA problem analysis and its suggested solutions, as set out in the Theory of Change results framework, and annual workplan, are completely based on GIROA strategies. Donor funding is aligned to this and included in national budget planning processes. Donors on the Project Board should ensure that activities remain fully aligned with the country’s national strategies, institutions and procedures, including the use of country systems.

**3. “Harmonisation:** *Donor countries coordinate, simplify procedures and share information to avoid duplication*”. LOTFA channels multi-year and multi-donor funding through one workplan, discussed and agreed in the Project Board. The Board is thus the primary coordination mechanism. LOTFA supports the new MOIA Aid Coordination Department to further harmonize aid to the ministry.

**4. “Results:** *Developing countries and donors shift focus to development results, and results get measured*”. LOTFA has in place proper instruments to define roles and responsibilities in the implementation of activities and contributions towards intended results. LOTFA and MOIA jointly ensure regular monitoring and reporting on Project implementation to LOTFA’s governing bodies, based on clear baselines, indicators and targets. Donors validate these results in the governing bodies. In addition, donors, UNDP and GIROA jointly review targets at the end of each 6-month phase.

**5. “Mutual accountability:** *Donors and partners are accountable for development results*”. The governing bodies give joint accountability for results to donors, GIROA and UNDP. Stakeholders represented in LOTFA governance structures are given the responsibility to identify and manage risks and take timely corrective action to ensure LOTFA’s successful implementation. In addition, risks are a standing item on the Technical Working Groups’ agenda.

### 3.1 Project governance structure

The LOTFA governance structure is aligned with international standards for Project management and oversight and based on recommendations to that end flowing from the UK Due Diligence Assessment of 2014, independent audits and UNDP management reviews. The structure ensures UNDP’s accountability for programming activities, results and the use of resources, while at the same time fostering national ownership and alignment with national processes. To fulfil these functions, a two-tier Project governance structure is established, including a Project Board supported by the CO ROL Unit and TWGs.

The following is a brief summary of these governance arrangements. Annex IV – Project Governance Arrangements – Terms of Reference, sets out the complete and binding terms of reference of the Project governance structure.



### Project Board

The LOTFA Project Board is the highest authority within the LOTFA governance structure. The Board is composed of all LOTFA donors, MOIA,<sup>39</sup> MOF,<sup>40</sup> the UNDP Resident Representative and Country Director, the CO ROL Unit representative, and LOTFA international and national Project Managers. Observers may be invited to the Board meetings, as approved by the co-chairs, but will not have any decision-making rights. Board meetings are co-chaired by the Minister of Interior Affairs and the UNDP Resident Representative. MOIA will designate a permanent alternate to serve as co-chair should the Minister be unavailable to ensure that Board meetings continue as scheduled.

The Board is responsible for providing overall strategic direction to ensure that the Project's objectives are being met. It approves the AWP and any revisions, and ensures that the required



resources are committed, so that results are achieved. Strategic decisions, risks and/or conflicts arising during implementation that cannot be resolved at the TWG level will be brought to the Board for resolution. The Board will make decisions based on a documented analysis of the issues provided to the Project Board by the Project Manager, after having been duly discussed at TWG level. A framework exists for issues that require immediate attention by the Project Board, in exceptional circumstances. To meet

this need, the Board may decide to put a decision up for voting through an electronic voting mechanism, when an issue cannot be resolved by the Project Board within the timeframe of its scheduled meetings. The Board will meet on a quarterly basis to review progress and financial reports. It also communicates with OCB regarding levels of funding. The responsibilities of the Project Board are elaborated in full in the Project Board TOR Annex V.

### Oversight Sub-Committee

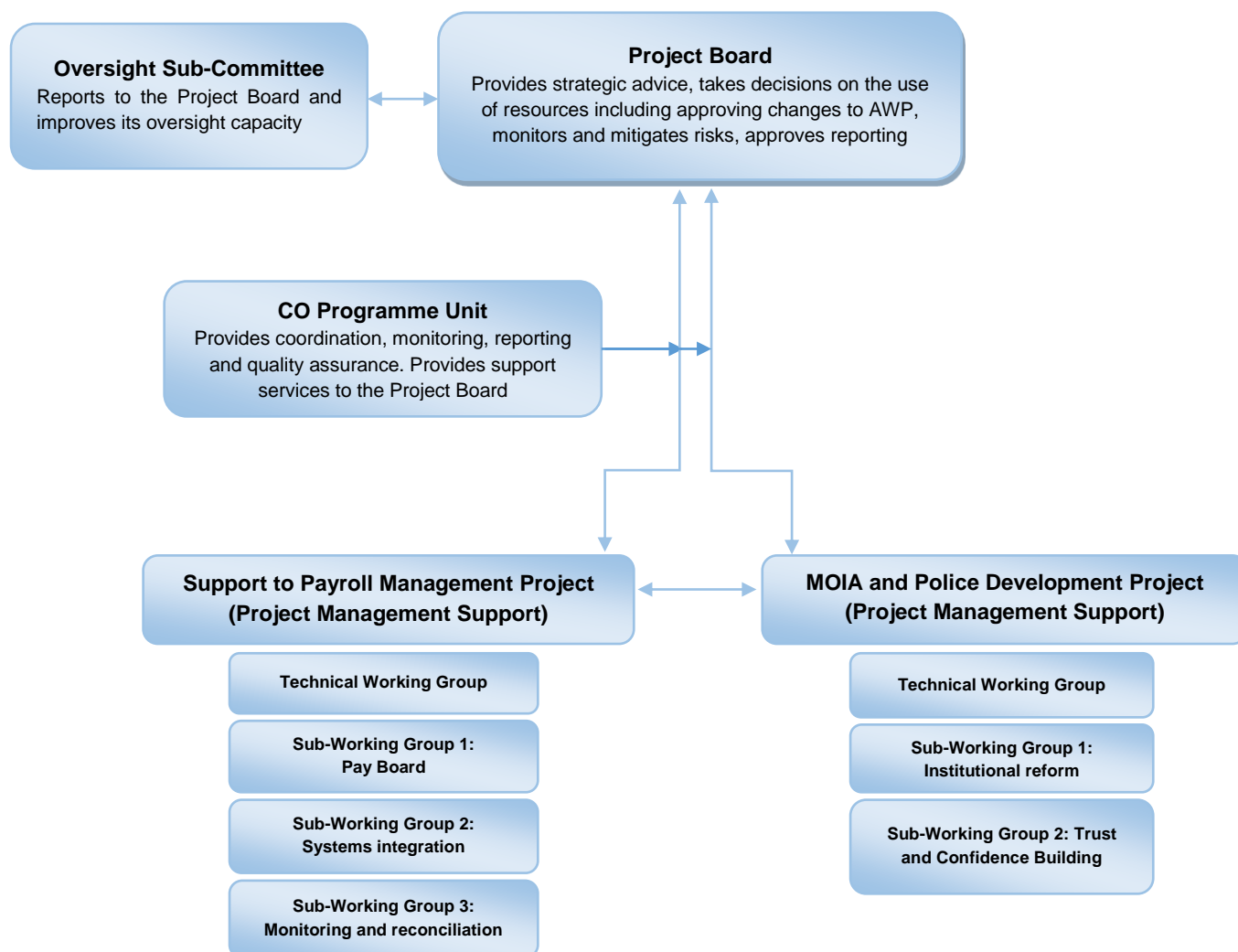
In line with the UK Due Diligence Recommendations, an oversight committee will be established as a sub-committee of the LOTFA Project Board. It serves as an independent, objective assurance to the Board. It will add value by identifying improvements in the effectiveness of risk management, control and governance processes. While its specific role is not as of now defined, its TOR will be approved by the Board, following review by UNDP headquarters and MOIA.

<sup>39</sup> MOIA is the implementing partner. In accordance with UNDP policies: "The Implementing Partner is the entity responsible and accountable for managing a Project, including the monitoring and evaluation of Project interventions, achieving Project outputs, and for the effective use of UNDP resources. A single Implementing Partner is designated to manage each UNDP-supported Project."

<sup>40</sup> MOF is a Responsible Party and directly accountable to the Implementing Partner in accordance with the terms of their agreement or contract with the Implementing Partner.

Following the appointment of the Oversight Committee members in Phase 1 / Q3 2015 by the Project Board, it will develop its 2015/16 AWP.

**FIGURE 8: LOTFA Project Governance Structure**



### **UNDP Country Office Rule of Law Programme Unit (CO ROL Unit)**

The Country Office Rule of Law Unit will support LOTFA in the operations of the Oversight Committee, oversee the proper administration of the Project Board and TWG meetings by LOTFA, and will provide quality assurance services.

### **Support services**

The Country Office ROL Unit will handle all Oversight Committee and donor meetings responsibilities, such as logistics and note-taking, as well as document preparation; quality-assurance and archiving. The office will also review requests and recommendations emerging from the Donor Coordination Forum, TWGs, and the Project teams, and take required actions as relevant, including directing items to the Project Board for decision-making.

### *Project assurance services*

Project assurance is the responsibility of each Project Board member. Each member is responsible for oversight, quality assurance and decision-making. Project assurance can be delegated, but only to an independent UNDP CO focal point not directly involved in Project management, such as the Project Manager. The UNDP CO provides day-to-day assurance, which supports the Project Board by carrying out objective and independent Project oversight and monitoring functions.

The CO ROL Unit in Afghanistan is responsible for ensuring strategic direction in line with programme objectives, and that funds are made available to LOTFA accordingly. The Unit will ensure this direction through monitoring of contribution agreements and the Project's progress towards intended outputs as outlined in the AWP. The CO ROL Unit will ensure that Project risks are properly managed, by overseeing that the Risk Assessment Card is updated, the Atlas Risk Log is updated and the Project acts on risk recommendations from the TWGs, the Project Board, audits or other Project evaluations. It ensures that resources entrusted to UNDP for LOTFA implementation are utilized appropriately. Similarly, the UNDP CO must ensure that results reports are of a high quality, and are provided on a quarterly and annual basis to the Project Board.

Detailed TORs outlining the roles and responsibilities of the UNDP CO Programme Unit are available in Annex VIII.

### ***Technical Working Groups and Sub-Working Groups***

TWGs will take a proactive role in reviewing the implementation of the AWP, and proposing modifications as required. They will raise recommendations for endorsement to the Project Board via the Project Manager. To allow for focused technical discussions, analysis and therewith risk monitoring support to the TWGs, UNDP, based on consultations, designed new governance arrangements for both the new Projects. For the Support to Payroll Management Project, it created sub-working groups for key functional areas, namely i) the Pay Board; ii) Systems Integration and iii) Monitoring and Reconciliation. Similarly, for the MOIA and Police Development Project, the TWG will have sub-working groups on a) Institutional Reform and b) Police Professionalization. The regular general TWG meetings will act as the sole forum for each Project to advise the Project Board. This will maintain cohesion among the sub-working groups and ensure intra-MOIA and donor coordination. TWG and sub-working groups will meet at least once every month to review progress and plan for the upcoming month.

The CSTC-A Compensation Board (the "Pay Board") has historically set the pay rates for both the ANA and the ANP, including basic pay rates and temporary pay rates. The CSTC-A Pay Board has also established special incentives and special incentive pay rates. In the past, CSTC-A shared these rates quarterly with LOTFA in order for LOTFA to make updates to coding in the EPS database. In 2015, the TWG noted concerns with the CSTC-A Pay Board mechanism, including questions of sustainability and legality. As a result of these concerns, the TWG suggested UNDP undertake several actions, including a joint review with MOIA and partners of all pay rates and incentives and a formal study (under the guidance of MOF), of the sustainability of the current pay structure. Both of these recommendations are captured in the activity and

action level in the SPM Project. The TWG also suggested that UNDP assume the Pay Board functions in the future, for better visibility for LOTFA donors. CSTC-A tentatively plans to discontinue Pay Board activities for MOI by the end of 2015; and UNDP has tentatively agreed to assume these functions.

In its 15 June 2015 memorandum “Compensation board to substantiate pay, incentive, and bonus programs and initiatives for the Afghan National Defense and Security Forces (ANDSF)”, sent to MOD and MOI, DM-Admin and CSTC-A are named co-Chairs of the current, CSTC-A Pay Board. UNDP recognizes the importance of MOI leadership in the Pay Board and will maintain this leadership role for MOIA.

The individual TWGs are co-chaired by MOIA Deputy Ministers, or their delegated General Directors/Directors, and their counterpart LOTFA Project Managers. Members include donors to the specific Project and other technical focal points from MOIA and LOTFA. Non-contributing partners, such as prospective donors or LOTFA partners, in particular those supporting MOIA and MOF in related initiatives will be considered permanent observers. Other observers may be considered for membership, based on a formal request and approval by the relevant TWG. Observers will not have decision-making authority.

The general TWG meetings will review progress on implementation of the Projects’ AWP. These will focus on assessing progress and achievements, addressing issues arising during implementation and associated risks, such as capacity challenges. TWGs will assess new funding requests and activities, and provide a qualified recommendation for submission to the Project Board through the CO ROL Unit. TWG members will also regularly review the activities of other actors in the sector, to ensure coordination and avoid duplication between programmes supported by the Government and the international community.

In this regard, TWGs will function as a consultative body to the Project Board to confirm progress against the AWP, and to recommend courses of action to solve and/or mitigate any identified issues and risks. Where issues and risks are outside the scope of the TWGs to address effectively, the Project Manager through the CO ROL Unit will bring them to the attention of the Project Board.

Details of the functions, decision-making authority, and procedures to raise issues to the Project Board are elaborated in the TWG TORs in Annex VII. The structure of the TORs has been standardized, to ensure consistency and accountability. However, the TOR for each TWG will be further customized by individual TWGs and sub-working groups to account for the specificities of the Project concerned, particularly in relation to coordination with external structures.

### ***LOTFA Project Management Support***

The LOTFA Project Management Support (PMS) will handle all aspects of administration for the Project Board and TWG meetings. This will include preparing the draft agenda in coordination with Board members and the Programme Unit, drafting and preparing background materials for agenda items, organizing meeting (venue, logistics) and preparing draft minutes of Board meetings and circulate the minutes of Board meeting for comments in order to finalize these

minutes. It is also responsible for related activities, such as maintaining Project files and data, including financial management and reporting, assisting with the updating of Project plans, documents and producing Project reports for distribution to the CO ROL Unit. It also will review TWG technical reports and manage TWG technical activities as appropriate.

The LOTFA Project Manager has the authority to run the Project on a day-to-day basis on behalf of the Implementing Partner, within the constraints laid down by the Board. The Project Manager is responsible for day-to-day management and decision-making for the Project. The Project Manager's prime responsibility is to ensure that the Project produces the results (outputs) specified in the Project document, to the required standard of quality, and within the specified constraints of time and cost. The Project Manager is responsible for setting up and maintaining effective internal controls, and executing risk and control procedures in compliance with the UNDP Internal Control Framework and Project management standards. The Project Manager will report to the Project Board, the UNDP CO ROL Unit and UNDP senior management. Reporting to the Project Board will be on a quarterly basis through the established Project Board meeting structure. As a UNDP employee, the Project Manager is accountable to UNDP in accordance with its rules and regulations.

The PMS also reports on risks in each quarterly and annual report. The PMS will track progress on previously identified risks in the Project Risk Plan, but will also bring newly identified and developing risks to the attention of the TWG and UNDP Country Office for their respective analysis, documentation and action. Significant risks, such as corruption, and mismanagement, will be brought to the direction attention of the donors through the TWGs and to the UNDP CO Programme Unit for immediate response.

### **3.2 Project risk monitoring and management**

Since the risk environment is constantly evolving, risk assessment and related management decisions are an ongoing process, not a one-off exercise. The LOTFA governance structure provides a means for information sharing, technical revision, analysis and decision-making to exercise coordinated management of both the programmatic and fiduciary risks related to LOTFA.

The revised governance structure proposes a set of governance bodies at four levels (Project Board, Oversight Sub-Committee, the Country Office Programme Unit and the Technical Working Groups). These four levels provide a more direct and effective system for risk monitoring, analysis, documentation, and management. Each level has specific roles and responsibilities as defined in the Terms of Reference. The revised governance structure has a stronger oversight mandate. It will function on the dual principles of downstream delegation of decision-making power to different governance bodies (i.e. TWGs); while directing significant risks upstream to be resolved at the Project Board. The results framework sets out Project management indicators and targets against which the Project will need to report to the governance bodies. This places a strong emphasis on information management to support informed and prompt decision-making.



## IV. Legal Arrangements

This document, together with the Country Programme Document signed by the Government and UNDP, constitute together the instrument envisaged and defined in the Supplemental Provisions to the Project attached hereto and forming an integral part hereof, as “the Project Document.”

Consistent with the above Supplemental Provisions, the responsibility for the safety and security of the Implementing Partner and its personnel and property, and of UNDP’s property in the Implementing Partner’s custody, rests with the Implementing Partner. To this end, the Implementing Partner shall:

- Put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country;
- Assume all risks and liabilities related to the Implementing Partner’s security, and the full implementation of the security plan.

For instance, the LOTFA office is on MOIA premises. UNDP international and national staff work in this building and are frequently visited by MOIA staff, LOTFA partners, donors and other counterparts. While UNDP will support MOIA in the maintenance of the LOTFA building and its equipment, UNDP needs to be assured that MOIA has necessary security measures and security plans in place to secure its premises (including the future new MOIA premise) and respond to any emergency situations. This includes for instance ensuring that MOIA compound perimeter provides sufficient protection against blast (IED), LOTFA office and offices where UNDP staff will be working have sufficient stand-off distance from perimeter walls, safe rooms are available and within reach of UNDP staff, vehicular and pedestrian access to the premises is controlled, no weapon policy is implemented in offices where UNDP staff work together with MOIA staff etc. Above mentioned security measures and plans should be based on the UN Minimum Operating Security Standards and UNDP will be conducting MOIA compound specific Security risk assessment providing recommendations. If the national implementing partner is not able to provide full MOSS compliance, UNDP and the national implementing partner will jointly develop a plan to achieve MOSS compliance. The host country will be requested to provide full support in the implementation of security measures requested to achieve the MOSS compliance.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder, shall be deemed a breach of the Implementing Partner’s obligations under this Project Document and the Project Cooperation Agreement between UNDP and the Implementing Partner.

The Implementing Partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via link [http://www.un.org/sc/committees/1267/aq\\_sanctions\\_list.shtml](http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml). This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.



## SECTION TWO

### SUPPORT TO PAYROLL MANAGEMENT



**Police officers holding LOTFA payroll poster “Do you know how you receive your salary?” The aim of these posters is to make police officers aware how their salaries are paid and if they have a problem who to contact and what process to follow.**  
**Source:** UNDP, May 2015

## PROJECT 1: SUPPORT TO PAYROLL MANAGEMENT

---

**Outcome:** The Government independently manages all non-fiduciary aspects of its pay budget for the Afghan National Police and the General Directorate for Prisons and Detention Centers, including reports for donors. The MOIA independently manages the HR, finance and ICT functions related to payroll operations.

### 1.1 Project Introduction

Since 2002, LOTFA has recorded payroll data throughout the 34 provinces of Afghanistan for MOIA. This has entailed technical support, user training, help desk provision, systems maintenance and payroll reporting. LOTFA has also provided fiduciary management of donor funding and oversight of the monitoring agent, including disclosure of findings to donors. GIROA, donors and UNDP have decided that the time is now right for UNDP to hand over the support functions for payroll management to GIROA. Accordingly, the new Project will develop the required capacity for GIROA to independently manage all non-fiduciary aspects of its pay budget for the ANP and GDPDC, including reports for donors. It will also enable MOIA to independently manage HR, finance and ICT functions related to payroll operations.

H.E. President Ghani has requested that LOTFA relinquish its payroll support duties by December 2016, based on agreed upon conditions. Donors have maintained that the handover should be conditions-based and not timeline-based. The proposed conditions for a successful handover of payroll management functions are outlined in the glossary to this document. The results and resources framework identifies the targets for every technical component of payroll management. The targets are further detailed for each phase with indicators. Each phase will be concluded by a joint review by MOIA, UNDP and international partners. In addition, continuous monitoring takes place through the TWGs and sub-working groups with final directions provided by the Project Board. Based in this joint monitoring of progress against targets and indicators, and satisfaction of the conditions for transition, the role of UNDP in the non-fiduciary payroll management functions will be handed over to GIROA. Handover may also take place gradually in parallel. For instance, replacing UNDP staff with MOIA personnel may also occur gradually during the course of the 18-month implementation period.

### 1.2 Lessons Learned

The end-to-end payroll process currently relies on data in three independent software systems, supported by different partners. UNDP developed, and has managed since 2002 the electronic payroll system (EPS) — a client server database with an enhanced variant, the web-based electronic payroll system (WEPS). Other key systems are the Afghanistan Human Resources Information Management System (AHRIMS) which is used by MOIA and supported by CSTC-A, and the Afghanistan Financial Management Information System (AFMIS), which is used by MOF. The latter system records allotments and expenses, but does not actually make payments to individual police or record electronic fund transfers made by banks to police. Currently, these

systems are not linked, and data in each system cannot be fully reconciled. Numerous functionality, auditability, and efficiency concerns with the systems have also been raised.

During the design and inception phase of LOTFA *Akheri*, UNDP benefited from several assessments. Among them, were the July 2014 Payroll Action Plan signed by MOIA, a disaster resilience and recovery (DRR) assessment on EPS, an Ernst and Young scoping mission to conduct an end-to-end review of the payroll management system,<sup>41</sup> and a study by CSTC-A to develop an integrated payroll system.<sup>42</sup> These assessments confirmed earlier calls from MOIA, auditors, and donors for automated linkage of the HR and payroll systems. The Ernst and Young scoping mission recommended a 60-week Project, at a cost of about \$5.5 million, to implement its recommended integrated solution. This solution would build on the existing EPS capability while electronically link the database with AHRIMS and AFMIS.

Following the scoping mission's field work, in January 2015, CSTC-A initiated a similar study, which recommended an integrated enterprise resource system (ERS) as an alternative technical solution to replace the capability in EPS. This would have the purpose to increase auditability and accountability of the system. The proposed ERS would be first fielded to the Afghan National Army (ANA) which has no automated payroll system.

### 1.3 Project Interventions

In deciding on a sustainable future model, MOIA has to be in the lead. Following the scoping mission's field work, in January 2015, CSTC-A initiated a similar study and recommended an integrated enterprise resource system (ERS) as an alternative technical solution to replace the capability in EPS. This would have the purpose to increase auditability and accountability of the system. In order to decide between various options, MOIA staff in the area of Finance, HR, and Systems Management will spend the first 30-60 days of Phase 1 to review previous studies and propose the road ahead for a payroll management system. MOIA will then work in close cooperation with CSTC-A and UNDP to develop a strategic plan that aligns MOIA capacities with CSTC-A and UNDP support until the end of 2016. While this joint planning takes place, UNDP will continue working on EPS integration with AHRIMS, according to the agreed work plan and targets for transition detailed in the Project document. If the GIROA and CSTC-A develop the proposed ERS, a subsequent phasing out of the integrated EPS / AHRIMS systems could be undertaken. Therefore, this potential development does not affect the commitment of the Project to deliver an electronically linked-technical solution to support the MOIA payroll management before December 2016. In the event the MOIA replaces the EPS with a new system, MOIA could still rely on some of the UNDP – supported functions such as the Monitoring Agent, fund management, reporting and overall capacity development.

---

<sup>41</sup> Ernst & Young, Consultancy Services for scoping of payroll services under Law and Order Trust Fund for Afghanistan, Scoping Report, 31 May 2015.

<sup>42</sup> Colonel Robert McVay, "Afghanistan Personnel and Pay System Assessment v1", CSTC-A, March 2015

Meanwhile, UNDP's Support to Payroll Management Project will focus on developing capacity for payroll management, and further strengthening key elements of the payroll management system. The Project will further develop the capacity of MOIA staff through "twinning" UNDP and MOIA staff so that capacities can be developed whilst working side by side. To facilitate this, the UNDP payroll team has been restructured significantly, focusing on functions and expertise required for such capacity development support. Targeted support will also be provided to HR, finance, ICT and budget staff to ensure the reliability, accuracy and timeliness of personnel data and payroll. This support will also make leaders aware of evidence-based issues and risks to inform actions and decision-making.

In addition, the Project will assist MOIA to review and make recommendations for modification to be brought by the GIROA into relevant national human resource laws, rules and regulations, policies and business processes pertaining to police salary payments in Afghanistan. Currently many ambiguities exist in the payroll-related laws. This makes calculating payments and deductions a policy challenge, rather than an administratively consistent and transparent exercise. The Project will support legal analysis and consultations among MOIA, MOF, the Ministry of Labor, Social Affairs, Martyrs and Disabled (MOLSAMD), and other relevant entities, to achieve consensus-based revisions to ensure more clarity.

The Project will also support the MOIA to strengthen its systems and address current weaknesses. For instance, the Project will support MOIA to implement a back-up and recovery strategy, produced during the LOTFA *Akheri* Inception Phase, and enhance EPS helpdesk services. These improvements will enhance the resilience of the MOIA databases. Electronic linkages with MOIA human resource systems will be achieved based on recommendations from the Scoping Mission report. The Project will support MOIA ICT with minor equipment and services needed for WEPS connectivity. The Project will also complete fiber installation initiated during the LOTFA *Akheri* Inception period. The systems integration focus- TWG meetings will be used to enhance coordination among partners and MOIA ICT for improved infrastructure to enable better connectivity. With the establishment of these systems, MOIA will be able to integrate salary payments for all police services into the EPS system. For example, UNDP will support MOIA to integrate salary payments for all MOIA personnel, including civilians, Afghan Local Police, and Afghan Senior Leader Protection Programme personnel. Some of these personnel are not funded by LOTFA, however it is important that MOIA systems support all personnel payments.<sup>43</sup>

UNDP recognizes that strengthening payroll management capacity will provide limited benefits if overarching financial management, HR and ICT remains weak. Under the MOIA Development Project, UNDP will support the GIROA-initiated institutional development and reform process, with the Support to Payroll Management Project as a separate core function. These two Projects are complementary, not duplicative.

---

43 The MOIA has also two subsidiary security organizations, the ALP and APPF. These two organizations are under the authority of MOIA, but are not included in the approved ANP *Tashkeel* (Staffing table). APPF forces are paid through national budget allocated to MOIA; ALP is funded by CSTC-A only. Both force structures are outside the scope of the LOTFA Project, whose mandate is to support the salary payment system only of authorized ANP (157,000 personnel) and prisons service (6,065 personnel as per the current *Tashkeel*).



## 1.4 Phases

Each phase will include a policy, payroll, EPS, and DRR/internet connectivity output.

### Phase One (July-December 2015)

**Output 1:** Within the period from July 2015 to December 2015, UNDP will complete important consultancies concerning the legal framework, HR policies, and practices affecting pay. The Project will participate in the CSTC-A Pay Board as a member, in order to ensure the smooth transition of this Board to UNDP in 2016. Either as part of the CSTC-A Pay Board or under the guidance of the Project (to be agreed with CSTC-A), MOIA will be requested to present comprehensive details on the incentive budgets for ANP and GDPDC, for analysis. This will inform a study UNDP plans to commission during Phase One on the sustainability of the current pay budget and structure. Also, during this phase, the Project will initiate an assessment of police pay entitlements, as well as a review of internal control frameworks.

**Output 2:** UNDP will work with MOIA to create a Payroll Unit. Currently, the Payroll Unit resides within DG Finance and Budget and includes no representation from other MOIA departments. During Phase One, UNDP will work with MOIA to identify personnel to work with UNDP staff in a shared office location, as UNDP adds its own new HR and finance personnel and provides them with training in AHRIMS, reconciliation, and verification. UNDP will work with MOIA (possibly through the MOIA ICT department) to identify personnel to assume the EPS database duties currently performed by LOTFA staff, and to begin training MOIA on the management of WEPS. It will assess the capacity of the identified staff and build individual training plans for them, based on reviews of UNDP and MOIA TORs. At the same time, UNDP staff will support MOIA to improve time and attendance reporting processes, and monthly EPS reports. Finally UNDP will support MOIA to establish routine processes and reports for data verification and reconciliation among AHRIMS, EPS and AFMIS.

**Output 3:** UNDP will continue to improve the capability of the EPS system, in order to electronically link EPS to AHRIMS, obviating the need for manual reconciliation of data, thus implementing recommendations from past audits and reports. This will include system security recommendations to improve resilience, establishing a digital certificate or Public Key Infrastructure (PKI) system, expanding WEPS coverage to all provinces including Nuristan and Sar-e-Pol, publishing WEPS user guides, and establishing a help desk ticketing system.

UNDP will extensively brief the MOIA staff, including senior civilians in System Development and in Finance, concerning the scoping mission, CSTC-A study, and other audits. The MOIA will suggest a way forward on integration of systems, following a 30 day exploration period of technical options and proposal of a MOIA solution.

UNDP will support MOIA during this period by helping to draft and establish with MOIA, CSTC-A, and MOF a memorandum of understanding (MOU) to agree upon system requirements, including standards for eventual auditability and accountability, in alignment with agreed conditions for transition.

UNDP may also recruit a dedicated systems integrator to work with the respective MOIA experts conclude MOUs and service-level agreements, draft TORs and manage contracts, and advise MOIA on disaster resilience and recovery (not only for EPS, but for other systems), system integration options and system sustainability planning. By the end of Phase One, this systems integrator will be in place, a MOU should be concluded, and some contractual mechanism should be in place to electronically link AHRIMS to EPS.

UNDP will gather stakeholders in mobile money, to include commercial banks and telecommunications providers, to review the results of pilot programmes conducted during the period January – June 2015, and support MOIA to develop an implementation plan for mobile money.

**Output 4:** UNDP will support MOIA in limited areas so that Intranet connectivity, power and other logistics needs, and disaster recovery capability are in place for web-enabled human resource and payroll systems. By the end of Phase I, connectivity for the ANP and GDPDC should be increased, and an Internet connectivity baseline should be established.

### **Phase Two (January-June 2016)**

**Output 1:** MOIA and UNDP will submit to appropriate Government offices recommendations for approval to correct identified legislative and policy gaps. The Project will assume from CSTC-A leadership of the Pay Board, with some changes in the current body expected. The study of pay sustainability will be undertaken and UNDP will share its recommendations. A payroll guide to support central and subnational level staff will be reviewed and ideally, approved by MOIA. The MOIA communications directorate will formulate its plan to inform police about their pay and remuneration. The monitoring agent will begin reporting on internal controls.

**Output 2:** Focused training in HR, budget and ICT will continue, with assessment tools developed in Phase One and administered again at the end of Phase Two to measure progress. MOIA payroll staff will gain more advanced techniques in spending plans and forecasting, and in reconciliation and verification. Payroll unit staff will begin supporting the generation of reports, including gender data, and share their reports regularly with MOIA leaders.

**Output 3:** In Phase Two, strengthened transaction auditing in EPS will be implemented, WEPS-user training will be transition to being conducted by MOIA staff, and the AHRIMS and EPS systems will be electronically linked in accordance with the MOIA plan developed in Phase I. This linkage will enable data to be validated and verified. The systems integrator will continue to identify and implement improvements and correct errors, working in collaboration with EPS staff and third party commercial vendors. MOIA will complete its sustainment plan, and the system will pass independent validation. UNDP will support MOIA to implement expanded mobile money and commercial bank services to police in order to eliminate trusted agent payments.

**Output 4:** MOIA will continue to expand fibre or VSAT connectivity to support reliable connections to the MOIA Intranet and use of web-enabled human resources and payroll systems. UNDP will support MOIA in establishing the DRR site, advising the MOIA ICT department concerning



disaster recovery for other systems in addition to EPS. It will also monitor and report on MOIA Intranet availability (with the MOIA Network Operations Center).

### **Phase Three (July-December 2016)**

**Output 1:** In the final phase of the Project, the Government will implement pay policy changes and possibly major pay and benefit changes. Pension and payslip content and issuance recommendations made in Phase Two will be fully implemented, including at the subnational level. Recommendations made to strengthen the internal control framework should be implemented by the Ministry, supported by continued monitoring agent reporting.

**Output 2:** UNDP staff in the Payroll Unit will gradually be phased out. Individual training plans will be updated, including continuing professional development for Payroll Unit staff. MOIA will assume EPS data collection, archiving, and reporting. While MOIA staff will facilitate appropriate MOIA responses to monitoring agent reports, UNDP will continue to manage the monitoring agent contract.

**Output 3:** The handover of all systems to the Ministry of Interior Affairs and the responsibilities for running them should take place in a proper and timely manner. The gradual reduction of the number of LOTFA's technical staff in the third phase should begin in its first month. By the last month of the third phase, there should only be two LOTFA technical experts left. In addition, all technical equipment and assets, including the already purchased licensed software and system source codes, should be transitioned and handed over to the Ministry.

**Output 4:** UNDP will continue to support MOIA to manage the contract to establish the DRR site and will support MOIA in efforts to make the site sustainable. By the close of the Project, MOIA Intranet connectivity should support all of the payroll offices.

## **1.5 Project Implementation**

### **Staffing**

The redesigned payroll Project staffing structure introduces new capability into the Project, with corresponding TWG refinements to monitor progress against implementation plans.

The core LOTFA Pillar I staff currently performs the day-to-day management and operations of the EPS database. The national EPS manager coordinates and supervises four core functions: the Help Desk, which responds to EPS database user issues (three national staff); the MOIA ICT team, which installs software and equipment needed for the maintenance of the system (two national staff); one Trainer, who plans and executes all formal user training events and provides one-on-one training in the LOTFA training room; one geographic information system (GIS) officer, who maps banks, police districts, etc. and builds graphical depictions; and the Database Administration team, which compiles and archives payroll data input by users, provides monthly reports, and carries out ad-hoc data analysis (three national staff). Each of the ten staff on this team brings expertise in ICT or database management, with the exception of the Finance officer assigned to the Help Desk. In the redesigned Project, the EPS team will have one added staff member, a Coder, to focus full time on necessary improvements to the existing EPS database.

Currently, the non-ICT segment of the current Pillar I staff, led by one international Pillar manager, is limited to only two national staff: a voucher examiner, who is the LOTFA focal point for Monitoring Agent activity; and one finance officer, who works with MOIA Finance and Budget on day-to-day issues, such as budget and allotment shortfalls in various provinces. A lesson learned from both LOTFA VI and the LOTFA *Akheri* inception phase is that the LOTFA staff lacked experts with HR and financial management skills to build capacity in payroll management. The EPS staff conducted EPS user training and missions to provinces to assist Provincial Finance Officers (PFO). However, LOTFA did not have the technical skills resident within the staff to support MOIA to build the functionality within the Ministry and at the sub-national level to adequately manage and oversee payroll. The new Project introduces a Payroll Capacity Building Team with Human Resources (two national staff), Financial Management (two national staff), and Training (one national staff), led by an international P-4. UNDP proposes that the MOIA augment this UNDP staff, on a one-for-one basis, with MOIA HR and Finance and Budget staff for focused on-the-job training. As the Project progresses, UNDP staff will gradually be withdrawn, leaving behind a fully functional Payroll Unit.

In addition to serving as the Project's "engine" for capacity building, the Payroll Capacity Building team will receive from Database Administration payroll data from EPS, analyze it, and share it with donors and MOIA leadership via improved, more frequent, reports. The GIS officer will move from the EPS database team to support this effort. The international HR and Payroll Specialist leading this team will also chair the Pay Board sub-Technical Working Group.

The redesigned Project will continue the progress made in LOTFA *Akheri* to take full advantage of the findings of Monitoring Agent reports. The Project will build upon the oversight provided by the current national voucher examiner with a dedicated national assurance specialist. This position will review monthly fieldwork plans against the statistical requirements of the contract terms of reference, ensure spot checks on the Monitoring Agent are conducted, and make adjustments to the Monitoring Agent's terms of reference, as needed. These functions will be in addition to current Pillar I activities to share MA findings with the MOIA, solicit MOIA responses, and highlight areas of risk for the TWG. With appropriate, highly skilled monitoring expertise, the Project will improve MOIA capacity to effectively respond to payroll deficiencies and correct them. This will also enhance accountability. The national Assurance Specialist will also chair the Monitoring and Reconciliation sub-Technical Working Group.

A national systems integrator position is the new Project's final new addition. The systems integrator will support the MOIA in advocating its own ICT and system's needs, such as disaster resilience and recovery, from an enterprise-wide perspective. He or she will also manage service level agreements and MOUs with partners such as HQ RS and MOF, under the direction of MOIA ICT and provide recommendations to improve EPS to international systems standards. UNDP anticipates direct contractual arrangements with commercial vendors to accomplish integration or electronic linkage with other relevant systems, and the systems integrator will support MOIA ICT to manage the contracts necessary to accomplish these goals. At the same time, UNDP will support MOIA ICT to engage with CSTC-A's efforts with regard to the ERS. The systems integrator will have the skill set needed for frequent, technical information exchanges with the RS / CSTC-A systems integration

team. The systems integrator will also support MOIA ICT to chair the Systems Integration sub-Technical Working Group.

These core functions will be conducted under the leadership of an international Project Manager, who will coordinate and integrate the complementary activities within the Project, and synchronize them with those of the MOIA, MOF, and international partners.

Under the new Project, one currently filled national position will be discontinued and one international vacant position will be discontinued. Six new national positions will be introduced and one new international position will be introduced. The total net change is five new national positions. Although the new Project will also have dedicated administrative support, such as drivers and translators, these positions do not represent net additions in staff, but transfers from the former LOTFA Programme Management Unit.

**FIGURE 9: Staffing comparing LOTFA *Akheri* with the Support to Payroll Management Project**

LOTFA <i>Akheri</i>		Support to Payroll Management Project		LOTFA
Pillar 1 Management	Pillar I Manager (Int.)	Project Management	Project Manager (Int.)	
	EPS Manager	Systems Integration	Systems Integrator	
	Coordination Specialist (Int.)			
EPS Database Team	Database Administrator	EPS Database Team	EPS Manager	
	Database Associate (Data Collection & Reporting)		Database Administrator	
	Database Associate (Reconciliation)		Database Associate (Data Collection & Reporting)	
	Help Desk Finance and Payroll Officer		Database Associate (Reconciliation)	
	WEPS Helpdesk Officer		Help Desk Finance and Payroll Officer	
	Regional Helpdesk Associate		WEPS Helpdesk Officer	
	ICT Officer		Regional Helpdesk Associate	
	Regional ICT Officer (national)		ICT Officer	
	GIS Officer (national)		Regional ICT Officer	
	WEPS Administrator (national)		Coding specialist	
	Voucher examiner (national)	Payroll Capacity Building Team	HR and Payroll Specialist (Int.)	
Monitoring, Budget and Finance	Finance officer (national)		HR, Budget, and Finance Training Officer	
			Finance officer (2) (one new post) + MOIA – DG Finance and Budget (2)	
			HR officer (2) (one new post) + MOIA – HR (2) (one new post)	
			GIS Officer	
		Oversight / Monitoring Agent	Assurance specialist	
			Voucher examiner	
<b>Total Staff : 24</b>		<b>Total Staff : 25</b>		
<b>Total Internationals: 3</b>		<b>Total Internationals: 2</b>		
<b>Total Nationals: 21</b>		<b>Total Nationals: 23</b>		

### ***Risk management***

The Payroll Project is based on a large number of assumptions involving expectations on actions taken by other partners.<sup>44</sup> Thus there are significant risks. The Project intends to explore mitigation measures, such as written agreements with partners and direct relationships with important actors, such as Netlinks. UNDP will use the TWGs and the Project Board to continuously monitor those assumptions, and manage associated risks and issues. To allow for focused technical discussions and risk monitoring support to the TWGs and the Project Board, UNDP proposes that the Payroll Project governance be revised. To that end, it suggests that Pay Board, Systems Integration, and Monitoring and Reconciliation sub working groups be established. UNDP will participate in the current CSTC-A Pay Board with MOIA and MOF in 2015. Meanwhile UNDP, MOIA and partners, including CSTC-A, will conduct a comprehensive review of pay rates and incentives. This review will inform a formal assessment of the pay structure and its sustainability, with recommendations for reforms, if needed. By 2016, CSTC-A intends to fully transition its current Pay Board to UNDP. UNDP will then continue supporting MOIA with the Pay Board during the phase of transition and under a new TOR.

### ***Monitoring of Project interventions***

In past Project planning efforts, donors have repeatedly stressed the need for accomplishment of targets, including 100% EFT pay to police, 100% of police using biometric ID cards for pay (with internal controls over card issuance), all positions filled in the *Tashkeel*, an established process for making updates to AHRIMS, and an auditable, linked/integrated payroll system that includes AFMIS and AHRIMS. UNDP will seek inputs from implementing partners, such as MOF, CSTC-A and EUPOL, to report on areas that they are actively supporting. These inputs will allow UNDP donors to better assess risk, and monitor the likelihood of successfully transitioning from phase to phase within the Project.

UNDP will also use the Monitoring Agent to monitor the achievement of Project targets. At the same time, LOTFA will address EPS weaknesses, to reduce erroneous payments. The Monitoring Agent monitors and reviews disbursements, payments, accounting, human resources headcounts and reporting for LOTFA. It conducts physical verification of the personnel on the payroll. It also provides post-verification and assurance-related services and report on disbursement claims by MOF. LOTFA and the UNDP CO have strengthened the TOR for the independent LOTFA Monitoring Agent to expand and conduct monitoring accordingly. For example, the new TOR gives increased weight to Trusted Agent payments due to risk, specifies the percent and number of police to be verified (headcount), and requires an inception report as an additional measure to oversee the monitoring agent's sampling methodology. It also mandates adherence to the International Standard on Assurance Engagement 3000 (ISAE 3000) "Assurance Engagements other than audits or reviews of historical financial information", prescribed by the International Auditing and Assurance Standards Board (IAASB).

The past Monitoring Agent focussed on expenditures (M-16s) in AFMIS as the starting point for sampling, working backward through the time and attendance and human resources process to gather and examine supporting documentation. With this valuable feedback, the new Monitoring

---

<sup>44</sup> Please refer to the assumptions indicated in the Project results framework.

Agent has improved monitoring by also reviewing EPS data. This enables UNDP and partners to assess progress towards increasing biometric ID card usage, for example. UNDP has requested AHRIMS access for the monitoring agents, to enable them to provide to the Project assessments of milestones, such as “a fully slotted *Tashkeel*”.



# SECTION THREE

## MOIA AND POLICE DEVELOPMENT



**Technical Working Group Consultations on LOTFA Successor**

**Source:** UNDP, May-June 2015



## PROJECT 2: MOIA AND POLICE DEVELOPMENT

---

As explained in the overall strategy, LOTFA supports the MOIA's vision for the MOIA and the Afghanistan National Police. MOIA aims for a more civil, professional, impartial, non-partisan, capable, effective and publically trusted entity with a core responsibility to enforce the Rule of Law without ethnic, language, gender or faith discrimination, reliant on Afghanistan internal resources that will facilitate Afghanistan's social and economic development. To that end, LOTFA supports capacity development to improve the ability of the MOIA to implement its vision and its reform programme. H.E. President Ghani's guidance and the MOIA Five Year Strategy clearly articulate *what* needs to be achieved. The MOIA and Police Development (MPD) Project, and in particular its Institutional Development Component, addresses "how" the goals and objectives of the Vision and Strategy can be achieved: "how" the civilianization process can be managed; "how" police services can best be supported in their work; "how" change and improved performance can be sustained over time; and "how" accountability can be improved.

The Project is divided into two components. The Institutional Development component is intended to help the MOIA develop the capacity to conceptualize, lead and manage reform, while at the same time improving administrative and support services' performance and accountability, which are critical for police functioning and safety. The Police Professionalization Component seeks to support MOIA in strengthening its foundations and training infrastructure for police professionalization, while at the same time supporting immediate police service delivery and outreach activities to strengthen police and community engagement. This in turn will contribute to increased trust.

### I. INSTITUTIONAL DEVELOPMENT

---

**Outcome:** Capacities for reform and accountable and efficient MOIA management and oversight are improved with integrated civilian and uniformed leadership and management.

The Institutional Development Component's objective is to ensure the MOIA has improved capacities for reform and accountable and efficient MOIA management and oversight. To do this, capacities will need to be developed to launch and sustain self-led processes for reform and institutional development, and to enhance on an ongoing basis the performance of the Ministry's policy, administrative and support roles. Capacity needs to be developed inside of the MOIA, supported by national consultants and contractors who can provide such services permanently.

Accordingly, one of the main deliverables of the LOTFA *Akheri* Inception Phase has been the development of a comprehensive capacity development strategy for the MOIA. This strategy seeks to facilitate lifting the capacity of the entire institution (policy, administrative and support services of the Ministry and police forces) by a strategic and systematic process of building and increasing capacity for work. The strategy has been developed with the Deputy Minister of Policy and Strategy (DMPS) who decided with LOTFA support to complement this with a mutually reinforcing M&E and Partnership strategy for the MOIA. The M&E strategy is currently being used

by the newly established MOIA M&E Unit. The Partnership strategy along with the IPCB transition plan and other inputs will inform the newly created Aid Coordination Department under the General Directorate for International Cooperation. These three overarching strategies form the core of what will be implemented under the new institutional development component, together with a change management unit, yet to be established by the MOIA.

### 1.1 Lessons learned

Deliverables under the LOTFA *Akheri* inception phase utilized the results from institutional development assessments already undertaken.<sup>45</sup> UNDP complemented these by an institutional self-assessment conducted by 108 DMPS staff and its supporting departments. Detailed self-assessments are being carried out for the departments of finance, procurement, human resources, logistics, facilities, ICT, and communications and outreach, but results are not known yet. Lessons learned include the following:

- **Capacity of the Organizational Structure:** the aforementioned assessments, and particularly the “institutional maturity” assessment, indicate that a hierarchical culture typical of a military organization is prevalent in the MOIA. Whereas this can be an asset for dissemination and compliance with directives, it may not engender a practice of individual initiative and responsibility for good performance. There may be little or no experience in the MOIA with bottom-up processes for improvement of systems and work, which will be required to achieve the new strategy and civilianization of the MOIA. Therefore specific change will be needed to achieve the MOIA Strategic Goals.
- **Systems and work-processes:** Assessment results were positive about MOIA capacities for policy and strategy formulation, as well as overall staff attitudes. However, weaknesses were identified in systems and work-processes in relation to managing and implementing change and tasks, budgeting, monitoring, evaluation and reporting and communicating with internal and external stakeholders.<sup>46</sup> These are functions that are crucial for institutional development. For instance, M&E is needed to measure organizational progress. Communication and consistency between the leadership's messages and the examples they set through their own behavior, and the consistency between the MOIA vision and its policies and directives, are cornerstones for an improved organization. There are also weaknesses in crucial departments.<sup>47</sup> These include Human Resources, which is crucial for performance management, change management and the civilianization process; and logistics, an area with very high impact on police performance and safety.
- **The lack of effective coordination** has been highlighted in many assessments and research papers. The efforts of the international community have been characterized as ad hoc,

---

<sup>45</sup> Capacity Assessment of the Ministry of Interior (MOI) Afghanistan, Final Report, Asia Pacific Regional Center (APRC), United Nations Development Programme (UNDP), July 2012; Organizational Capacity Assessment MOIA, Recommendations Design LOTFA Phase VII, Delegation of the European Union to Afghanistan, implemented by International Consulting Expertise EEIG, 2014; Report on Progress Toward Security and Stability in Afghanistan, Report to Congress, Department of Defense, USA, December 2012; Independent Assessment of the Afghan National Security Forces, CNA Strategic Studies, for the US Congress, (DRM-2014-U-006815-Final), January 2014; IPCB: Recommendations to Operationalize the 10-Year Vision and associated 2-Year Work Plans (2013)

<sup>46</sup> Institutional maturity assessment of the MOIA Deputy Ministry Policy and Strategy, LOTFA, May 2015

<sup>47</sup> Organizational Capacity Assessment MOIA, Recommendations Design LOTFA Phase VII, Delegation of the European Union to Afghanistan, implemented by International Consulting Expertise EEIG, 2014; Payroll Scoping Study, LOTFA Pillar 1, implemented by Ernest & Young, January 2015.

disaggregated, and poorly defined. They have been seen as an impediment to raising the level of professional competence of ANP.<sup>48</sup> Numerous coordination platforms have been established to address this problem, but with limited effect. Furthermore, none of the police coordination structures followed the principles of aid coordination, which include nationally led and aligned coordination, oriented around national goals, and linked to programme budgeting and M&E.

## 1.2 Interventions

Based on the lessons learned, the new Project's strategies emphasize the following areas of management relevant to reform and institutional development:

- Change management;
- Capacity development to improve functional performance;
- Strategic-level monitoring and evaluation;
- Performance management;
- Aid coordination.

The lessons learned and assessments also produced some baseline data against which progress can be measured for DMPS work and related outputs under this Project. Other baselines are currently being developed, and are expected to be available within the first phase. The Project cannot cover implementation of capacity development plans for all MOIA directorates and all provinces in 18 months. Therefore the aim is to achieve a "critical" mass of capacity (see paragraph D, page 6 of the LOTFA Implementation Chapter) so that MOIA can independently take the development and reform process forward.

To achieve this critical mass the Project proposes that within its existing directorates, the DMPS will create a Change Management Unit which will focus on leadership development, and a strategic communications strategy and tools to support MOIA reform. For Capacity Development and M&E/performance management, the Project will support the creation of "lead teams" in the Office of the DMPS, with "focal point teams" in the respective directorates and departments where capacity development initiatives will take place. Similar focal point teams will be established at sub-national level, as feasible within the 18 months of the Project. The change management and capacity development units will drive the process through the focal points. Their impact will be enhanced by support to the newly created MOIA Aid Coordination Department. The Aid Coordination functions will enable MOIA to ensure effective international assistance is provided in priority areas, without duplication, and in line with the Paris Principles on Aid Effectiveness. All units will include both existing uniformed personnel, the new civilian staff brought in by MOIA, as well as female leaders. Therefore, by December 2016, MOIA capacities will be strengthened to lead and sustain the reform process.

---

48 Hughes, Michelle. "The Afghan National Police in 2015 and Beyond", USIP: Special Report 346, 2014, p. 3; Organizational Capacity Assessment MOIA, Recommendations Design LOTFA Phase VII, Delegation of the European Union to Afghanistan, implemented by International Consulting Expertise EEIG, 2014.; IPCB: Recommendations to Operationalize the 10-Year Vision and associated 2-Year Work Plans (2013)

The capacity development teams will implement a three-step approach to improvement of business processes critical to the performance of MOIA services. The three steps are: (1) business process improvement (business process mapping, redesign and codification into standard operating procedures); (2) on-the-job training of personnel who perform those business processes; and (3) digitization, as feasible, of the improved business processes. Even though not all business processes will be digitized, the process codification will result in increased efficiency and better accountability, even if execution is done manually. This approach will benefit significantly from the programme of SMEs, under NATO cooperation. The SMEs will provide critical new technical expertise within key directorates and departments, and the Project's support for process improvement will be enabled by the SME personnel. Similarly, the Project will coordinate closely with previous and existing work by other international assistance providers and consultants related to work flows and business processes.

An international consultant will assist MOIA in mapping, reviewing, revising, and codification of business processes. The consultant will also conduct training-of-trainers courses for qualified MOIA personnel and for personnel of a contracted national company(s) that will aid in business process improvement implementation, as described below. The consultant will be engaged for the duration of the Project on a full-time basis, and thereafter on a part-time basis to provide advice to MOIA and to evaluate the application of the methodology and recommend corrections or adjustments, as needed.

UNDP will contract one or more Afghan companies to implement the process improvement methodology, working with the selected directorates and departments. The contracted company(s) will conduct the business review processes, providing technical assistance to MOIA. It will also provide on-the-job training for MOIA staff on applying improved business processes. A national company will be contracted to digitize the selected business processes and provide on-the-job training to MOIA staff on the digitized processes. Not all processes will be digitized, given capacity absorption limitations in MOIA in the short term. Nevertheless, processes will be ready for digitization, and digitization will be introduced where feasible.

MOIA may also choose to set up a team, to be trained by the international consultant, on business process improvement methodology. This team could then provide guidance and quality assurance, as process improvement methodologies are implemented and replicated in directorates and departments, and at the subnational level.

The monitoring and evaluation function is divided into two components: (1) monitoring and evaluation at the strategic level, including reporting and tracking progress towards achieving the strategic goals and objectives; and (2) processes that foster the continuous improvement of critical MOIA functions and services. An M&E unit has already been established in DMPS, and work on methodologies with some departmental focal points has started under the *Akheri* Project.

To support both the capacity development and the various teams, the Project will initially hire temporary contract personnel, and then establish *Tashkeel* posts by the end of the Project. Recruitment will be merit-based and competitive, and applicants may be from within or outside MOIA.

In addition to developing the core capacities for change management, capacity development and monitoring and evaluation, the following cross-cutting service areas have been identified and agreed by MOIA with international partners:

- Comprehensive review and development, as needed, of human resources policies;
- Optimization of existing ICT assets and scoping for Enterprise Resource Planning (ERP);
- MOIA Gender Strategy implementation support;
- Support to programme budgeting use;
- Improvement of internal audit functions;
- Improvement of the MOIA follow-up of complaints, especially those related to women police personnel and gender complaints in policing.

International consultants will be sourced for human resource policies, programme budgeting, gender, and internal audit and complaints process improvement.

For the development of human resources policies, because of the broad range of issues involved, the Project will also structure a South-South cooperation agreement. Under this agreement experts in key thematic areas from a selected country will be deployed for short technical missions, approximately two to three weeks each, to transfer knowledge directly to the responsible officers in MOIA. Coordination of the South-South cooperation will be carried out by national staff of the Project's functional team for cross-cutting services, as described below.

An international company will be contracted to provide expert ICT and ERP services. The objective of the ICT/ERP work is to optimize the use of the existing MOIA ICT assets, emphasizing connectivity and interoperability, and to provide ERP recommendations. ERP makes integration of multiple and diverse operating systems possible. The ICT work will include:

- an assessment of the databases, hardware and software and related human resources currently in use or planned for acquisition in the short term, including all operating systems and applications, especially those related to HR and payroll;
- an evaluation of existing assets and systems interoperability capacity;
- and providing recommendation and assistance to MOIA to increase internal efficiency and interoperability and with MOF based on existing assets and systems.

### **1.3 Phases**

#### **Phase One (July-December 2015)**

Phase One will build on assessment and preparatory work done under LOTFA *Akheri*. The Project will help the MOIA establish organizational units to lead and launch the following core institutional development areas: change management; capacity development (including organizational development, business process improvement and on-the-job training for improved business processes); monitoring and evaluation (strategic level and operational performance management); and aid coordination. Establishment of the M&E unit started in June 2015. The capacity development and M&E units will have focal points in directorates and departments that will participate in key Project activities. Implementation of the three-step capacity development approach (business process redesign, on-the-job training and process digitization) will begin in

designated pilot directorates. Policy work will begin on a comprehensive MOIA HR policy, including establishment of a South-South cooperation agreement. The Project will contract the services of an international firm for ICT/ERP during Phase One, and this assistance is expected to take place at the same time as planned work by CSTC-A on integration of payroll and HR systems. The assistance will also enable development of connectivity within the MOIA, related to the MOIA's new premises, to be ready by December 2015. Support for the implementation of the MOIA Gender Strategy will continue and expand. An expert will assist the MOIA to improve its use of programme budgeting, in coordination with the MOF, with a target of a 10% increase over the baseline). However programme budgeting effects, visible in terms of improved execution, will not be measurable until the end of Phase 2.

Building on assessment work during LOTFA *Akheri*, the Project will work with new Office of the Inspector General (OIG) leadership to implement internal audit process and procedures improvements, including on-the-job training for directorates and departments. Similarly, assessment work on the complaints process will be followed up with assistance to the MOIA to improve the complaints process, as described in the RRF.

The Project will monitor both the recruitment of women into the Aid Coordination Department (with a target of 25% in Phase One) and the OIG (Output 3). The business processes target (Indicator A) and ANP personnel policies target (Indicator C) for this Phase reflect the likely time needed to effect change. Thus these Indicators need to reflect review of policies and processes, identification of improvements, and time to have these recommendations approved for implementation. In Phases 2 and 3 these particular targets may be amended upwards or downwards in the light of experience.

This early part of the Project means that many baselines will not have moved forward by the end of 2015, although in all cases baselines will have been identified or confirmed. Some Phase Two and Three targets are dependent on baseline findings, and will be identified in this period.

### **Phase Two (January-June 2016)**

In Phase Two substantial progress is expected across all Outputs. It is expected that the Change Management, Capacity Development and Aid Coordination Department will be fully functional, under Output 1. Given good progress here, formal capacity building may be under way based on the results from pilot activities. M&E is expected to become functional during this Phase, both in terms of the central DMPS unit, and its supporting units in identified directorates and departments. Some progress may have been made in establishing pilot initiatives at provincial level.

The Output 2 activities under Activity Results 2.1, 2.2 and 2.3 are expected to move into full implementation during Phase Two. The implementation of business process improvements, on the job training and digitization, as feasible, will cover those directorates and departments that the MOIA prioritizes together with UNDP. In particular, these are expected to be areas in which the civilianization process will also be extended by the MOIA, including budgeting, finance, procurement, logistics, ICT, internal audit, planning, M&E, donor coordination, management medical services and human resource policies. This support is provided under Output 2 Activity Result 2.1, 2.2 and 2.3. Support for policy and development of cross-cutting HR, ICT/ERP, and



programme budgeting services are also expected to be in full implementation, with procurement of expert services completed so that technical assistance to the MOIA in these areas begins. Similarly, continuation of support for the implementation of the MOIA Gender Strategy is expected to yield new opportunities for increased capacity development. Examples include retention of women police personnel retention, and in preventing and addressing sexual harassment.

Measurable increases in the application of the Gender Strategy (20% over Baseline) and ERP preparation should become evident. A majority of deputy ministerial offices should be applying programme budgeting to at least a proportion of their programmes. In the OIG, clear progress will be demonstrated in reviewing, upgrading and applying improved mechanisms, with improved staff capacity being built.

### **Phase Three (July-December 2016)**

By the end of Phase Three, the Output 1 units should continue and develop in their effectiveness to lead institutional development from Kabul, with their links to directorates, departments, and including some functionality at provincial level in pilot initiatives. In Output 2, 50% of reviewed business processes will have been improved where needed, including codification and digitisation. Further increases in the application of the Gender Strategy (30 per cent over Baseline) and Enterprise Resource Planning preparation should be evident.

All deputy ministerial offices should be applying programme budgeting to at least a proportion of their programmes, with results evident in terms of improved execution compared to programmes where programme budgeting has not been applied, or to other spending areas more widely. The number of directorates participating in the improvement process is expected to reach 11 by the end of this phase, including at subnational level (the number of directorates targeted being determined more by timescale and prioritisation than by possible reach).

OIG personnel will be capable of undertaking a majority of functional tasks to an agreed standard. Here, post-Project planning to complete capacity building will be required. This planning will also be applicable during Phase Three, across the programme, where it appears that targets are not likely to be met.

## **1.4 Implementation**

### ***Staffing***

The institutional development component of the Project will be led by an international Chief Technical Advisor (CTA) (P5 level). An international Public Administration Reform Specialist (P3 level) will provide thematic expertise and managerial support. Eleven national staff will have technical functions. They will be grouped in small functional teams responsible for the Project outputs, with reform and change management under Output 1; capacity development under Output 2, and cross-cutting services also under Output 2; and internal audit and accountability under Output 3.

Figure 10 presents the types of staffing. This includes technical assistance through international consultants, support to additional staff inside MOIA (core team, focal points, and trainers) and

international and national technical and training services to be contracted from companies, classified by functional area. This illustrates strong Project commitment to build national capacity and to source expert services locally, to implement business process improvements.

**FIGURE 10: Project support by type of technical services and functional area**

Functional Area	UNDP staff	Inter-nat'l experts	Inter-nat'l contracts	MOIA lead teams/ units	MOIA Focal Point Teams	MOIA trainers dev'd	TOT by experts	Nat'l contracts	Nat'l trainers	South South coop
Change Management	2	X		X		X	X			
Strategic communications		X						X		
Aid Coordination				X						
M&E: strategic level		X				X	X	X		
M&E: performance management	3	X		X	X	X	X		X	
Cap Dev: process mapping		X		X	X	X	X	X		
Cap Dev: on-the-job training		X				X	X	X	X	
Cap Dev: digitization		X				X	X	X	X	
Human Resources policies	1	X				X	X			X
ICT/ERP	1		X			X	X	X		
Gender Strategy Implementation	2	X				X	X			
Programme budgeting	1	X				X	X			
Internal Audit	1	X				X	X			X
Complaints Mechanisms		X				X	X			

**Figure11: Staffing LOTFA Akheri and MOIA and Police Development Project, Institutional Development Component**

LOTFA Akheri Staffing		LOTFA Successor Staffing	
<b>Pillar II</b>	Pillar Manager (Int.)	Management	Chief Technical Advisor (Int.)
	National Pillar Manager	<b>Reform &amp; Change Management Team</b>	Public Admin Reform Specialist (Int.)
	Public Admin Reform Specialists		Reform & Development Officer
	Gender Associate		Communications Officer
	Admin Support Officer	<b>Capacity Development Team</b>	Process Engineer
	Project Associate ( Local Governance)		M&E Officer
	Liaison Officer ( Police)		Capacity Development Associate
		<b>Cross- Cutting Services Team</b>	Organizational Dev. Specialist
			Gender & Capacity Associate
			Gender Officer
			IT Systems Officer
		<b>Internal Audit &amp; Accountability</b>	PFM Budgeting Officer
			Accountability Officer
<b>Total Staff :7 Total Internationals:1 Total Nationals:6</b>		<b>Total Staff : 13 Total Internationals:2 Total Nationals: 11</b>	

### ***Risk management***

Institutional development achievements are dependent on a number of important assumptions. One assumption stands out as a 'risk,' which UNDP might face significant difficulties in mitigating. For almost all institutional development interventions, significant MOIA motivation and political will is required. This includes, for instance, political will to assign appropriate personnel, including female staff, to participate in and support capacity development and reform initiatives. The commitment and leadership demonstrated so far indicate a low risk. However, careful monitoring by the Project Board and GIROA leadership is required (see risk log and LOTFA Governance Arrangements).

### ***Monitoring and evaluation***

The Component will perform monitoring according to LOTFA's overall implementation strategy. However it is noteworthy that significant Project resources are being provided to the MOIA to develop its institutional capacity for monitoring and evaluation. Thus, some of the monitoring and evaluation products from the MOIA may be utilized by the Project. For example, monitoring of progress toward achievement of MOIA strategic goals and objectives is supported under Outcome 1, and this reporting will provide important information for UNDP and other international partners.



***Police registering a complaint at an Information Desk***

***Source: UNDP, 2014***

## II. POLICE PROFESSIONALIZATION

**Outcome:** MOIA consolidated approach to professionalization of Afghan Uniformed Police to provide effective police services in accordance with human rights and professional policing standards.

UNDP support to Police Professionalization will take place within the overall institutional development and reform framework. The security challenges arising from the ongoing insurgency mean that a much more robust military policing approach has been practiced. While respecting this situation, UNDP will promote the framework of democratic policing support<sup>49</sup> as per its comparative advantage and mandate. Accordingly, the Police Professionalization component will act upon the instructions of H.E. President Ghani *“to initiate civilian policing in the areas where there is some level of security”* and be based on the *“vital role of police officers in enforcing the Rule of Law and enhancing their relationships with local communities”*. It will contribute to Goal 4 of the MOIA Five Year Strategy to *“improve professionalism in the Ministry of Interior Affairs, provide quality security services to the public and strengthen public trust toward the police”* and Goal 2 to *“enforce the Rule of Law, reduce crimes, and combat narcotics and corruption”*. The Police Professionalization Component seeks to support MOIA in strengthening its police professionalization foundations and training infrastructure. At the same time, it will support immediate police service delivery and outreach activities to strengthen police and community engagement which contributes to trust.



**Technical Working Group Consultation on LOTFA Successor**

**Source:** UNDP, May-June 2015

49 “Democratic policing” refers to policing which supports the rule of law. It has methodological variants including civilian policing, community and problem-oriented policing, intelligence-led policing and partnership policing. These variants have been used with different understandings in Afghanistan. In Afghanistan community oriented policing as well as civilian policing have often been wrongly understood as niche functions or as policing methods that can be used by citizens themselves. As such UNDP prefers to use the overarching term “democratic policing” which includes all its methodological variants.



As explained above, a number of institutional development assessments had been completed before LOTFA *Akheri* started. As such LOTFA's institutional development work could move almost immediately to strategy development jointly with MOIA. This was not the case for the Police Professionalization work which began from a different foundation. Under LOTFA *Akheri* the focus has been on re-establishing rapport and revalidating the direction with national and international counterparts; establishing a solid team structure within LOTFA with the required national and international technical policing expertise; and reviewing assessments and materials produced by other partners, exploring gaps and initiating the necessary assessments and scoping activities.

## 2.1 Lessons Learned

After years of international police assistance to Afghanistan many lessons have been learned and considerable knowledge and experience is available to shape professional Afghan policing. Attempts have been made to incorporate these lessons into GIROA police strategies and the Projects of the bilateral partners, but this is yet to be fully executed and agreed jointly with GIROA. Following a review of existing material, LOTFA *Akheri* has been working side by side with MOIA to initiate and follow up on assessments, and formulate recommendations on topics pertaining to police professionalization that could be included in further work. Considerable outreach has been extended to international partners to include them in the dialogue, and share lessons learned and results from assessments. Examples of some of the activities are the following:

- **Review and consultations on the organizational and legislative structures for police professionalization:** DM Admin and LOTFA conducted an initial review and confirmed that the foundation for democratic policing requires strengthening. It found considerable gaps in police legislation, regulations and operational standards. In many instances, the police institution is referred to as a military. Research reports that varied international support has resulted in a large number of policing laws, policies and frameworks that are not sufficiently coherent and that can even be contradictory.<sup>50</sup> These frameworks seem to have been developed outside the normal Government structures for legislative review and policy development. In many instances the documents reviewed had discrepancies and gaps vis-a-vis other laws. In particular national human rights and legal obligations in relation to gender and the criminal justice system, as well as international treaty obligations to which Afghanistan is a signatory. This also held for the Police inherent law, which serves as the basis for the main police organizational structure and foundation. To avoid such discrepancies, legislative and police development processes are generally based on inclusive dialogues with the relevant national actors and experts (e.g. in the criminal law review working group, national human rights institutions and the Ministry of Justice's legislative drafting department).
- **Review and consultations on workflows, processes and operational policing standards:** An in-depth review related to collaboration on addressing violence against women was conducted through a participatory process in 2014 in Kabul.<sup>51</sup> It revealed significant gaps

50 Bayley, David H. & Perito, Robert M. *The Police in War: Fighting Insurgency, Terrorism, and Violent Crime*, London/ Boulder, 2010, p.3; Hughes, Michelle. 'The Afghan National Police in 2015 and Beyond', USIP: Special Report 346, 2014, 7; Planty, D. and R. Perito, 'Police Transition in Afghanistan', USIP: Special Report 322, 2013, 12.

51 Assessment on the Elimination of Violence against Women (EVAW) Unit, UNDP Justice and Human Rights Project Afghanistan (JHRA), November 2013 followed up by validation workshops in 2014 in Kabul, Herat and Mazar-e-Sharif, which were supported



in the communication, collaboration and work processes between the MOIA Criminal Investigation Department, Family Response Units and the Attorney General's Office (AGO). Participants did acknowledge good international support in the development of standard operating procedures and policies to address this. However, participants found the resulting documents too difficult to follow, given low education and often low literacy levels. Based on participants' recommendations, an easy to follow SOP has been developed, in a participatory process with technical staff from MOIA and the AGO. A simple workflow and checklists have also been developed and several combined (prosecutors and police) trainings have been conducted to build mutual understanding.

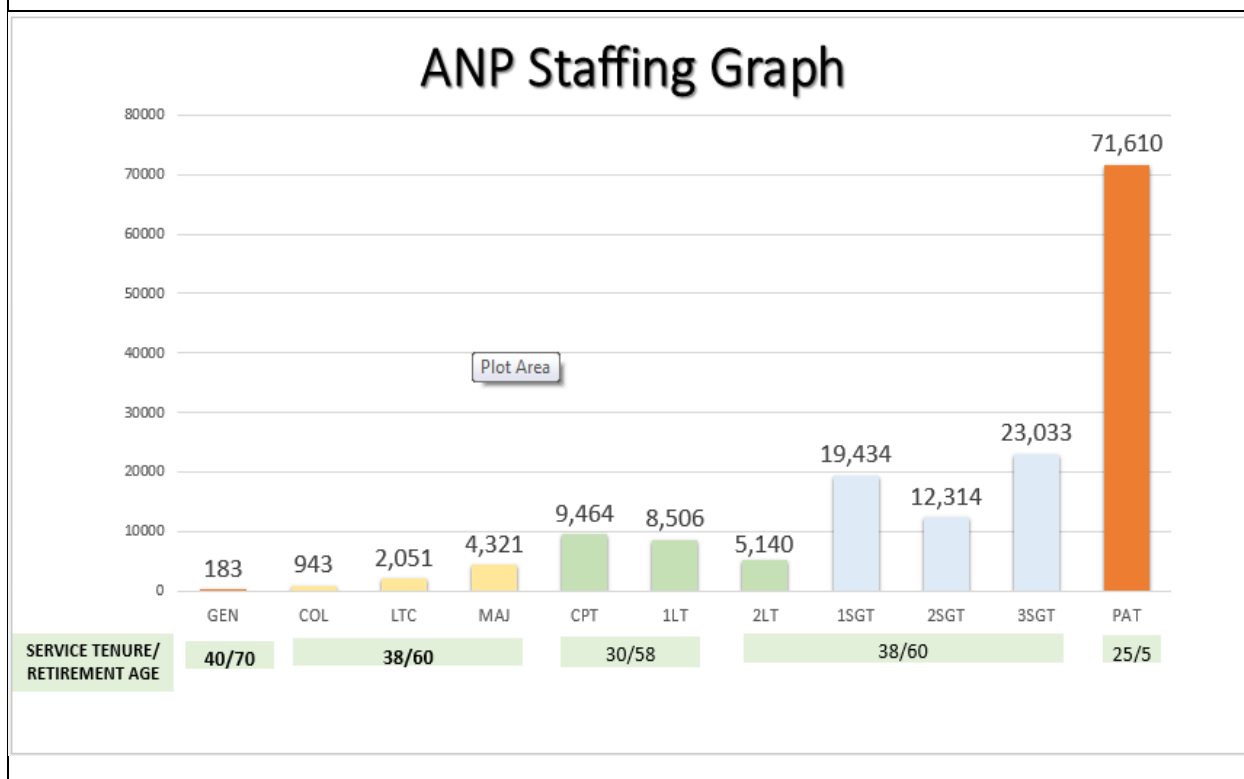
- **Assessments and consultations on the MOIA Training and Education Needs:** The review of the organizational structure was complemented with a capacity assessment of the MOIA Training and Education General Command (TGC/TEC). Consultations on training and education needs with the DM Administration and Training and Development staff from across the country were also held. Participants assessed key democratic policing related training challenges and future priorities for MOIA training managers and the departmental focal points. MOIA and LOTFA are reviewing the findings and formulating recommendations for training and education. However, in general, the police training curriculum has gaps in meeting democratic policing law enforcement priorities, as well as corresponding leadership capabilities. The lack of a solid HR development planning or adherence to the promotion policy, as well as lack of adequate budgetary and resource support training are critical challenges. Police instructors' skills need to be raised. Regional training centers have been developed differently, and require uniform standards of skills and competencies to ensure unified delivery of police training. A single comprehensive strategy for training and education is necessary, with a strong focus on leadership, and an improved training cycle.
- **Consultations, surveys and exchange of lessons learned on the desired roles, responsibilities and priorities of the police in relation to the community:** LOTFA supported the Police e-*Mardumi* (PeM) Directorate to undertake community, MOIA and police expert consultations in Kabul and at subnational levels. To better identify geographical police priorities and community needs, the PeM Directorate, DM Security and LOTFA also carried out a district security survey on crime and violence. Relevant findings included main security challenges by geographical area, as well as on recommendations for community engagement with the police. Draft reports, findings and recommendations evolving from these process are being finalized, and will be discussed further including through a national workshop to be organized by MOIA.

---

jointly by LOTFA and JHRA. There appear to be severe collaboration gaps between the different elements of the justice system. Allegedly, this facilitates corruption. Standard operating procedures (SOPs) and simple process flows were recommended to strengthen work processes. These SOPs and process flows were developed in inclusive workshops supported by LOTFA and JHRA in 2015.

**FIGURE 12: ANP Leadership Gap and Staff Promotion Analysis**

Analysis: While more data is required to draw firm conclusions, the graph below suggests a potential "Leadership Capacity Gap" within the police service in the days ahead. Approximately 90% of the 157,000 Afghan Police Force recruited in the last twelve years have been of various age groups. Existing staffing features indicate a substantial age gap between the newly recruited and the incumbent officers who are in the stage for retirement either because of age or their service tenures. The current disparity in the service age and the tenure age in various ranks discourages healthy career progressions. In absence of proper promotion trainings, the young officers who are supposed to replace the retiring officers may not be adequately equipped with required knowledge and the experience to fulfill the responsibilities of the rank. The existing staffing table also shows abnormality in the ratio of supervision. The Captains have far less Lieutenants to supervise and also the Sergeants collectively have very few patrol men to supervise. This also shows the need for rationalizations of the ranks from a functionality and costing perspective.



Source: MOIA *Tashkeel*, updated up to February 2015, with analysis by UNDP

- Assessments of 119 Centers:** Assessments were conducted on the type of complaints received, the call registration process and the functionality of the centers. The findings included that despite technical difficulties the 119 call centers can be reached throughout Afghanistan, with calls being routed to the nearest functional call center. Out of the five centers (Herat, Balkh, Helmand, Kandahar and Jalalabad), two (Helmand and Kandahar) are not functional. On average, the 119 call centers receive approximately 850–1,000 calls per day. Most calls are on corruption and police misconduct. The centers operate 24 hours per day, 7 days per week, 365 days per year and face difficulties in handling the registration processes and managing the workload with the number of staff available. MOIA has found 119 to be a very useful method to get information from the public on police service delivery concerns. The utility of the 119 system is very much dependent on the ability to address concerns raised by the public in a timely and effective manner, which is key to building trust and confidence in the police. This is one area which requires technical assistance, which MOIA is keen to receive.

- **Consultations and exchange of lessons learned on the Women Police Councils:** LOTFA jointly with UNAMA, EUPOL and the International Security Assistance Force (ISAF) supported the Gender Directorate by organizing five workshops, in October 2014, May 2015 and June 2015, to exchange lessons learned and reach agreement on the direction and approach for the Women Police Councils (WPC). Previously, WPCs were predominantly seen as a staff counselling and grievance handling tool, formed on an ad hoc basis. However, discussions held underscored the need to extend support to the WPC within a broader police professionalization framework with a link to the international and regional women policing networks. The workshops resulted in giving WPC's a formal status with an agreed TOR, and recommendations to be included within a strategy that can be further implemented.

## 2.2 Interventions

In accordance with the Project's overall capacity development approach, the component will simultaneously address capacity gaps in (a) 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; (b) business and work processes, such as improving operational directives and setting appropriate Afghan police service standards; and (c) capacities of ANP personnel, in particular of those with leadership potential. Rule of law, human rights and gender-responsive and community-based policing principles will receive particular attention, in view of the gaps identified and in support of strengthening democratic policing.

The Project has discussed with DM Administration forming a working group. This working group,, with the strong engagement of the legal department, along with focal points from various departments, would conduct a deeper assessment of the current regulatory framework and to offer recommendations to the MOIA leadership. The Project will provide technical support and advisory assistance to the working group undertaking the legal reviews, and to coordinate, facilitate and provide solid guidance to relevant discussions. The comprehensive revision 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. The legislative review processes take time and as such, recommendations may not be implemented by the end of the Project. However, by setting up an inclusive process involving the relevant national institutions, GIROA should, by December 2016, have a socialized package of recommendations to develop a solid professional policing foundation.

In parallel the Project will work closely with DMPS and MOIA Change Management and Capacity Development Teams to define a uniform format for internal policies and guidelines.<sup>52</sup> Under the leadership and guidance of the DM Security, UNDP will provide technical support in reviewing operational policies and guidelines, which will be based on operational standards and normative frameworks. An international police consultant will support the identification of the critical gaps. Working closely with the MOIA legal and technical experts, the expert will assist in the task of standardizing and developing operational policies and guidelines. These policies and operational guidelines will ensure the full provisions of human rights standards and all the normative

---

<sup>52</sup> List of the policy and operational directives totaling 101.

frameworks. A series of activities to publicize and sensitize police on the new directives, at all levels across the country, will be done through on-the-job and structured training sessions.

Subsequently, UNDP is seeking to strengthen national capacity for enhanced police training and education. This will promote an environment where female and male police officers are supported in advancing their careers through training and education. It is hoped that this will attract and retain talented Afghans into the organization. This is especially important given the high attrition rate, combined with the expected large turnover of the current leadership as a very high level of senior leaders are approaching their mandatory retirement age (Figure 12). UNDP will use a variety of capacity development tools, including investing in MOIA trainers and educators through partnerships with educational institutions, and South-South cooperation with regional training institutes. Particular emphasis will be placed on potential future police leaders and female personnel. A significant investment will be made in gender-responsive training and education facilities, and the further development of female police support structures, such as the WPC. This will enable MOIA to increase the recruitment of female staff. Under LOTFA *Akheri*, a number of outreach campaigns and female police women conferences were supported in Kabul and at the subnational level. These activities were been considered successful, and will be continued, where appropriate, under the new Project.

LOTFA will provide technical support and expertise to the Ministry's Training and Education General Command in curriculum development and upgrading. In particular, it will help the Police Academy with the development of a Masters-level police degree courses, and also support in the area of admissions policy to the Academy and training courses. In addition, the Project will enable MOIA leadership to improve their understanding of key skill areas such as financial, administrative, management, logistics, procurement and other support areas which are being civilianised under the MOIA reform process. In addition, the Project will support a comprehensive review and restructuring of the MOIA's Training and Education General Command, such that future training interventions are durable and sustainable, especially as regards quality control and maintenance of training standards by the Academy. This support is included in Output 2 of the Project, Activity Results 2.1, 2.2 and 2.3.

There is still a need to further analyse the capacity and validity of the Staff College and Police Academy, the 11 regional training centers, and the six thematic specialized training colleges. This is one of the few areas of work under the new Project where further assessments are still required. A collective MOIA-led approach with the support of an external subject matter expert will be utilized for all future assessments. This approach will also ensure transfer of knowledge and help develop the capability of MOIA to undertake such tasks independently in the future. UNDP will also assist MOIA to identify a well-respected Police training institution in the region,<sup>53</sup> by serving as the bridge for education and exploration visits and the exchange of expertise.

UNDP will support efforts already in place to enhance collaborative approaches on community safety and security with community stakeholders. Provincial and district level activities were under way during LOTFA in conjunction with UNAMA's democratic policing Project, EUPOL support, the German Agency for International Cooperation (GIZ) and others. Together with these partners, the

---

<sup>53</sup> Letter from H.E. President Ghani to donors, 24 April 2015 (Annex III).

Project will invest significantly in provincial and district level policing and their linkages with the national level. This work will be informed by the District Security Survey, which was conducted by MOIA in eight provinces and fifteen districts under the LOTFA *Akheri* inception phase.<sup>54</sup> This survey provides detailed information on the perceptions and levels of crime and violence in target districts, which will allow police interventions to respond to the significant geographical differences and needs.

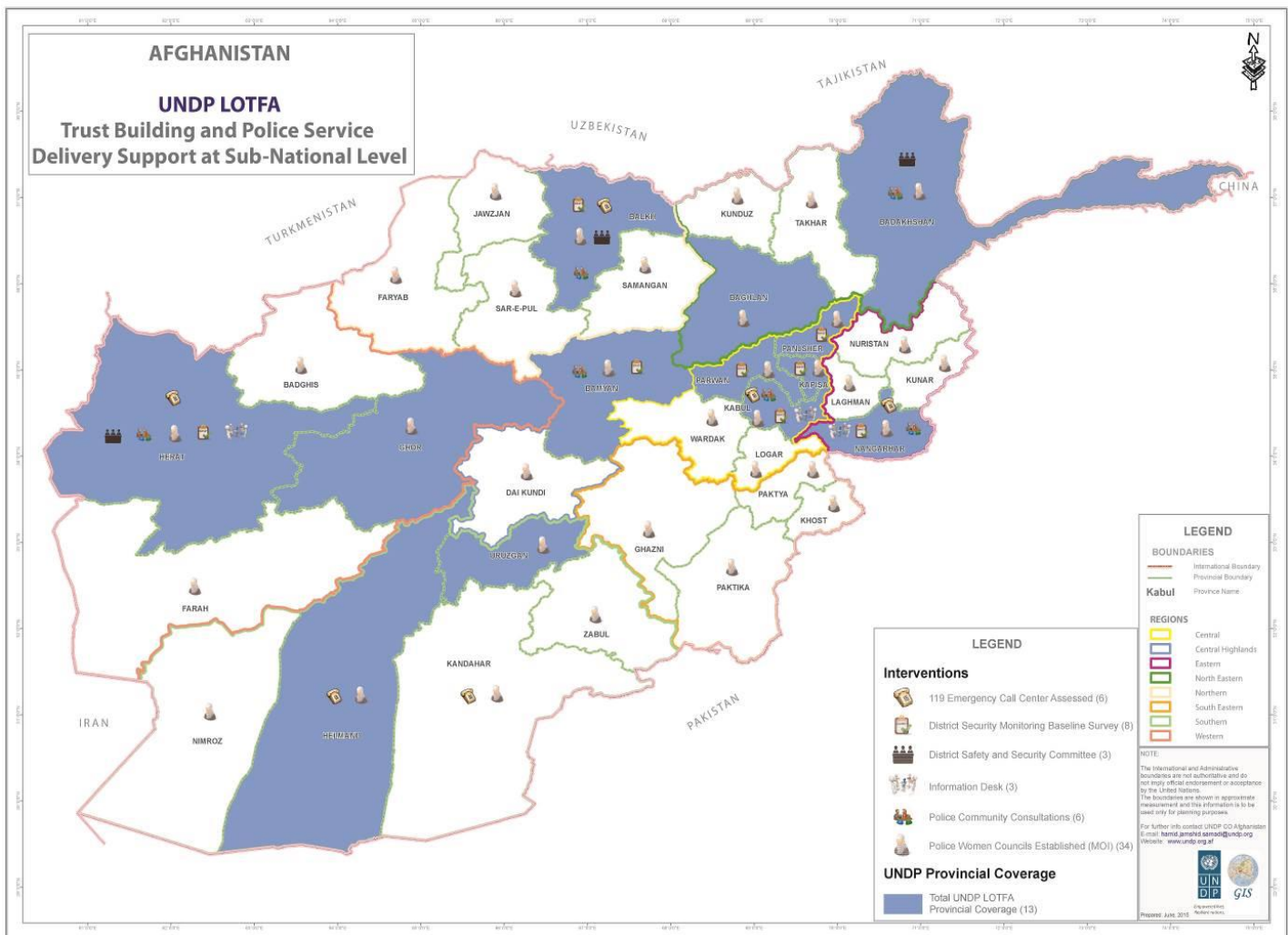
H.E. President Ghani requested a focus on the district concept and a “critical mass” of capacity development to ensure that improvements will be real and durable. To meet these requests, a comprehensive support package will be provided to information desks, 119 regional call centers and services, WPCs, and the District Security Committees, which should result in a more consolidated approach to service delivery at the subnational level. Building on LOTFA *Akheri*, capacity to take the subnational policing work forward will be developed at both the national level through the PeM directorate, the Gender Directorate, and the Deputy Ministry Security, as well as through subnational police and governance authorities. Community stakeholders have previously been encouraged to provide their feedback and demand quality of services through Community Safety Committees. This will be further supported. Other successful activities such as school outreach and safety briefings, neighborhood watches, sports initiatives, and community consultations supported by the strategic communication will be further extended to other areas to achieve the community policing goals of trust and confidence building. LOTFA has integrated the work of the UNAMA democratic policing Project which has been phasing out and currently covers 13 provinces (Figure 13)

---

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



**FIGURE 13: UNDP LOTFA Confidence Building and Police Service Delivery Work**



## 2.3 Phases

### Phase One (July-December 2015)

This phase will include the recruitment of the essential technical staff, International/National consultant recruitment, and the systems vendors etc. Working groups, task forces and all the necessary structures will be put in place and the benchmarks and indicators for M&E will be determined. The expected indicators in each output are expected to be:

- For the Output 1 review of applicable legislation, regulations, policies will have been completed, with some or all recommendations accepted, allowing legislative, regulatory or policy drafting to begin in Phase 2; the review of policing standards and approaches will have commenced, with comparison-matching to Afghanistan's conditions, needs and resources under way.
- For Output 2, the assessment of current training and education needs, matched to current and planned activities will be under way, together with an assessment of MOIA trainer capability, and the potential for them to play an expanded role in MOIA tasking. A parallel assessment will make the link between changing police training and evaluation approaches

and how they are reflected in the Ministry's staff development and promotion decisions. The initial stages of introducing the Future Leaders Training Programme will have commenced, including identifying potential candidates and formalising the collaborations with the regional institutions. To arrange higher education support, discussions for academic collaboration with national and international academies will be undertaken.

- For Output 3, the expansion programme for Police *e-Mardumi* committees will have been identified and approved. PeM committees will be established and initial work started on delivery, as will the programmes to strengthen Womens' Police Council functionality, expansion of the Information Desks (40 centers in 20 provinces and agreed upon districts) will begin, and the 119 regional call center networks will be further developed. Agreement during this Phase on the expansion process and timetable for the District Safety Security Survey (DSSS) will allow capacity development to begin. This capacity development will support increasing the range, and formalising the frequency of the Survey, and embedding the use of UN Rule of Law Indicators. This last task links to the broader improvement in MOIA M&E capacity and practice as part of the Institutional Development Project. During this Phase, it is anticipated that the number of policewomen – and their representation in different ranks – will have increased. The greater consideration given to meeting the needs of female personnel, and more rigorous and transparent promotion policies, is expected to accelerate that rate of change in later Phases. The expanded use of staff surveys (planned under the Institutional Development Project) will assist in aiding understanding of the extent to which female police believe the MOIA does provide a supportive work and career environment, as well as identifying areas of resistance among their male colleagues or at an institutional level.
- For all of these elements, progress will be conditional on both the time taken to complete review, assessment or programme development, but also on timing of Ministry approvals, and the implementation of changes. Change needs to be associated with timely communication to promote ANP/MOIA, and public, trust and confidence. For Phases Two and Three, targets may need to be amended upwards or downwards in the light of experience.

## **Phase Two (January-June 2016)**

During this phase actual implementation of the projected activities will commence. The Project will introduce heavy monitoring and mentoring elements so as to ensure the timelines are defined and that the envisaged target is achieved. Training and capacity development activities will be rolled out and the benchmarks to assess the overall impact will be ascertained. Visible progress is expected across all Outputs.

- In Output 1, legislative, regulatory and policy drafting will be under way; some early policy approvals may be possible during this Phase.
- In Output 2, the formalisation of MOIA training, education and trainer capacity building requirements in terms of scope, nature, timing and cost should allow these elements to be introduced into the initial round of budget preparation (BC1) for 1396 (2017). Doing so also supports the expansion of Programme Budgeting under Project 2A. The Future Leaders Programme will have commenced, and the recommendations arising from the assessment of police training and evaluation approaches, and MOIA staff development and promotion policies, will be under consideration.

- In Output 3, the various Action Plans are expected to lead to 40% of the target Police *e-Mardumi* committees and 20 new information desks being functional. An expansion in the functionality of Women's Police Councils and of 119 provision, and the completion of capacity building to allow for DSSS expansion will also be evident, although these are not quantified at this stage.

### **Phase Three (July-December 2016)**

During this phase all envisaged activity is expected to be completed. National capacity to undertake the key professionalization initiatives will be in place with minimum residual advisory support needs.

- The results of Output 1 assessments should be evident in the form of new legislation and/or regulations submitted for approval (if not actually approved), and new policies approved and in the process of implementation.
- In Output 2, planned investments in staff training and education, trainer capacity and role building should be represented in the final (BC2) budget for 1396 submitted for approval to the Council of Ministers. The application of training and education outcomes to promotion policies and decision-making should be measurably strengthened. Exposure visits and workshops under the Future Leaders Programme should have been completed, with governance transferred to MOIA. It is envisaged that collaboration with a well-respected regional Police Training Center will also be formalised by this stage. A fully functional female police training center is expected to be operational in the country.
- In Output 3, the expansion and functionality improvement plans for the Police *e-Mardumi* committees, Policewomen's Councils, 119 and Information Desk services should have been completed, and preparations for the annual conducting of the DSSS in an expanded number of districts be in place. Improvements in personnel and public trust and confidence should be evident, both in the internal surveys conducted by the MOIA, and in the increased number of female police officers at all levels (allowing for a natural time-lag in terms of visible promotions). By the end of the phase, community policing as a general policing approach is anticipated to be well accepted, and increasingly adopted, showing the tangible results of enhanced trust and confidence.

## **2.4 Implementation**

### **Staffing**

The new Project's Professionalism pillar has two specific responsibilities: a) providing technical professionalism assistance through focused improvement of existing legal and policy frameworks, improving existing structures for optimum results and improving service delivery by focusing on structures and delivering actions, and b) Confidence and trust building through technical support in various initiatives to bring community and police closer.

The Project component will be led by a Chief Technical Advisor (CTA) with extensive police strategic and operational experience. Lessons have shown that police are much more amenable to change when it comes from experienced police practitioners. The CTA's TOR emphasizes competencies essential to provide Afghan-focused police development needs, with a broad spectrum of Rule of Law, security sector and justice reform perspectives.

Staffing is envisaged to meet demands by considering the economies of scale through optimally using existing resources. The total staff has reduced from 24 to 21 in the new proposal.

- **The Police Training and Education** cluster will be composed of two sub-clusters with the total staffing of 7. An international subject matter expert with a combination of extensive law enforcement practitioner experience, Justice Sector capacity development practitioner skills and requisite tertiary education qualifications and experience will lead this cluster. The job profile has been refined to focus on the key priorities of the new Project. He/ She will work closely with the Training and General Command personnel. The sub clusters will work very closely with the national counterparts.
- **The Legal and Policy Support** cluster will comprise staffs focusing on cross cutting issues of Human Rights, Legal frameworks, Gender and Data management. They will also provide technical supports to the other two clusters on key cross cutting issues. This new arrangement is intended to ensure all aspects of human rights, gender and the Rule of Law are comprehensively considered within the works of the other two clusters. Supervised directly by the CTA, this cluster will work closely with the focal points from the respective MOIA departments. There is no new addition of staff in this cluster; existing positions within previous Pillar III and IV has been reclassified and redefined to meet the demands of the new Professionalism pillar. This cluster will have 1 International and 4 National Officers.
- **The Trust & Confidence Building** cluster will comprises six staff in two sub clusters. As the priority for Afghan Police is now on conventional operations, it is extremely important for the police to get the community in their side to protect the society in general. There will be one International detached officer for a limited period of time, sourced from South-South cooperation to ensure similar contextual understanding. The remaining staff are all National Staff. The new staffing alignment now has reduced overlapping of functions.

The new approach will give priority to joint work. MOIA will be requested to provide dedicated focal points to work closely with the Project technical experts and engage in every details of the activity. More local consultants and national implementing partners will be used extensively. More on the job training support will be provided, to ensure national capacity is fully adequate to accomplish a smooth transition.

**Figure 14: Staffing Comparison of LOTFA Akheri and MOIA and Police Development Project, Police Professionalization Component**

Professionalization Component		LOTFA Akheri Staffing		LOTFA Successor Staffing	
Pillar III	International Pillar 3 Manager	Manager	Chief Technical Adviser (Int.)		
	Pillar 3 National Manager	Training and Education Team	Policing Training & Edu. Specialist (Int.)		
	Programme Specialist (Training)		Training & Edu. Specialist (Int. SS)		
	National Project Officer (Police professionalization)		Training & Edu. Officer		
	Training Coordinator		Training Evaluation Officer		
	Project Associate (Basic Literacy)		Liaison Officer Training & Edu.		
	Liaison Officer		Training Support Officer		
	Project Associate		Curriculum Support Associate		
	Pillar IV		International Pillar 4 Manager	Legal & Policy Support Team	Human Rights (Int. SS)
National Pillar Manager		Legal and Policy Officer			
Civil Society Officer		Gender Support Officer			
Project Associate		Reporting & Documentation Associate			
Training and Capacity Development Officer		Data Analysis Associate.			
Policing Specialist					
Project Specialist		Trust & Confidence Team	Community Police Specialist (Int. SS)		
Regional Coordinators (Civilian Policing)			Local Governance Officer		
Sensitization and Outreach Officer			Security Survey Documentation Associate		
Project Associate			Police Service Delivery Officer		
Project Associate			Case Registration Officer		
Data Management (SPSS) Officer			Security Survey/Doc. Associate		
Liaison Officer (CP Secretariat)		Regional Team	Regional Project Coordinators		
Project Associate					
Total Staff : 24 Total Internationals: 3 Total Nationals: 21		Total Staff : 21 Total Internationals:2 Total Nationals: 16 Total Secondments:3			

\*\* SS- South- South Cooperation

### ***Risk management***

The work of the Police Professionalization component is based on numerous assumptions involving expectations of close collaboration with other relevant partners. This presents risks, but also tremendous opportunities for leveraging efforts. These risks and opportunities are particularly evident at sub-national level where other professional police support providers is decreasing. UNDP's MOIA Development Project could take forward work done and lessons learned by such partners.

There are a large number of documented Afghan Police human rights issues. These human rights violations have included torture and ill-treatment of detainees, and human rights violations



experienced by police women in the workplace. Also, the 119 complaints assessment pointed out that the majority of the complaints received were about police misconduct and disciplinary issues. In order to comply with the UN Human Rights Due Diligence Policy (HRDDP) and prevent human rights related risks, LOTFA will assist GIROA to improve internal systems designed to address noncompliance and the violation of human rights and monitor the progress in addressing documented ANP human rights violations. UNDP together with other relevant stakeholders, including the UNAMA Human Rights Unit, will monitor the conduct of ANP in these areas, and bring these matters to the attention of the appropriate authorities, with a view to bring potential grave violations to an end.

### ***Monitoring and Evaluation***

The Component will perform monitoring according to LOTFA's overall implementation strategy. With support from tools such as the District Security Survey, LOTFA and MOIA will ensure the continual and systematic collection of data, and provide draft progress reports against the monitoring and evaluation framework. Day to day monitoring will be conducted. For instance, through joint M&E missions with MOIA technical counterparts to visit Project activities; sessions with the MOIA M&E unit and the planning, reporting and monitoring officer and on how to collect data against LOTFA and MOIA indicators. The Regional Coordinators will be used to monitor and evaluate ongoing activities and obtain community feedback. UNDP will also seek support from its sister entities (UNAMA, UNFPA and other relevant NGOs) working in the area to provide relevant feedback and observations. Assistance from EUPOL, GPPT, and UNAMA PAU will also be sought, on a regular basis, to enhance monitoring and evaluation.

# ANNEXES



***Police Women Council, Bamyan***  
***Source: UNDP, July 2014***

## **ANNEX I. MINISTRY OF INTERIOR FIVE YEAR STRATEGY 1394 – 1398 (2015 – 2019)**

---

### **(Excerpts of Strategic Goals and Objectives)**

#### **Goal 1. Strengthen public order and security, and reduce insurgent activity**

##### **Objectives**

1. Prevent and respond to insurgency, terrorist attacks, public disorder, and disarm illegally armed groups.
2. Ensure public order and security for national and religious key events, high ranking officials, and support Rule of Law in the provinces and districts.
3. Protect and control national borders, and ensure highway security.
4. Provide support to Afghan Local Police until the last stage of dissolution and integrate based on current procedures.
5. Prevent and provide effective response to natural and man-made disasters.
6. Improve traffic safety and modernize vehicle registration and driving license systems.
7. Protect government and private facilities, properties, and assets.
8. Improve police operational planning system.

#### **Goal 2. Enforce the Rule of Law, reduce crimes, and combat narcotics and corruption**

##### **Objectives**

1. Enforce the Rule of Law with equality, combat crimes through building capacity. Strengthening detection activities, and preventing money laundering, electronic and cybercrimes, and human smuggling and trafficking.
2. Preventing terrorist activities and destructive element's influence in the police pillars by improving intelligence and detection activities.
3. Combat against narcotic's cultivation, production, and trafficking.
4. Combat corruption and strengthen mechanisms for ensuring transparency and accountability in the Ministry of Interior and other governmental institutions.
5. Effectively manage and improve conditions in prisons and detention centers, including human rights conditions, and service delivery for prisoner's rehabilitation.
6. Strengthen coordination and exchange of information with relevant internal, regional, and international institutions to fight against crimes.

#### **Goal 3. Strengthen strategic management and communications systems through institutional development, diversity, and structural reforms**

##### **Objectives**

1. Design and implement priorities for institutional reform to increase effectiveness of Ministry of Interior activities and performance.
2. Generalize the planning system, policy making, programming, and reporting for better decision making and increased accountability in the Ministry of Interior.

3. Increase participation and improve working conditions for women in the Ministry of Interior, and improve human rights including child protection and prevention of gender based violence.
4. Strengthen coordination and communication system within the Ministry of Interior and with the justice, judicial, defense, security ministries, other governmental organizations, and international partners.
5. Reform and standardize the monitoring and evaluation system in the Ministry of Interior to measure progress, improve accountability, and make decisions based on facts.

**Goal 4. Improve professionalism in the Ministry of Interior, provide quality security services to the public and strengthen public trust toward the police**

**Objectives**

1. Professionalize the Ministry of Interior staff through the development of standard training and education based on needs, retaining the most qualified police force, and modernizing the human resource management system.
2. Develop and implement an effective passport distribution system for Afghan residents and improve registration and visa issuance system for foreigners in the country.
3. Develop and implement a population registration system and electronic identity card (Tazkira) distribution system.
4. Strengthen community policing to build support and public participation in police activities.
5. Expand public relations through strategic messaging to inform the public of police activities.

**Goal 5. Improve the quality and effectiveness of infrastructure, resources, and support services to the MOI**

**Objectives**

1. Equip and supply the MOIA effectively, in accordance with their duties and responsibilities, including modern ICT equipment and maintenance.
2. Improve working and living conditions of MOIA staff by providing appropriate facilities, transportation, food, and other rights and privileges.
3. Improve accessibility and quality of health care services for MOI staff, family members, heirs of martyrs and disabled veterans and their families.
4. Strengthen the public financial management system in the Ministry of Interior.
5. Improve efficiency and transparency of procurement through the timely and quality purchase and supply of materials and equipment in support of Ministry of Interior activities.

## **ANNEX II. 15 PRIORITIES OF H.E. MINISTER NOOR UL HAQ ULUMI**

---

1. Implement and ensure the Rule of Law across the country without any regional, tribal or linguistic preference;
2. Maintain complete impartiality in carrying out of duties, and convert the MOIA into a national, professional and non-political institution;
3. Campaign for anti-corruption measures. Establish accountability and transparency in administration, financial support systems as well as develop capacity building to develop budget efficiency in MOIA expenditure;
4. Train, professionalize and enhance the capability and capacity of ANP;
5. Respect and implement human rights and prisoners' rights;
6. Improve and expand relations between the community and the police force;
7. Provide for and better equip the ANP;
8. Protect borders;
9. Ensure efforts to reduce the level of loss within ANP;
10. Observe a reward and punishment system;
11. Focus on improved livelihood conditions of the ANP;
12. Enhance the participation and presence of women in the ANP;
13. Enhance coordination with defense, security and judicial institutions;
14. Review the *Tashkeel* structure of the ANP as well as organization of the force;
15. Counter narcotics.



### **ANNEX III. LETTER OF H.E. PRESIDENT ASHRAF GHANI TO LOTFA DONORS, 24 APRIL 2015.**

---

#### **(Excerpts of Strategic Goals and Objectives)**

I have instructed the Transition Team to work closely with the Minister of Interior and all donors and divide the transition plan for LOTFA into three phases. Each phase should have specific benchmarks and measurable indicators to monitor and evaluate institutional reform and development at the MOIA at the central level in Kabul as well as at the sub-national level. It is also important that the transition plan clearly defines roles and responsibilities of UNDP and the MOIA for achieving the benchmarks. The benchmarks should be developed in consultation with MOIA top and middle management to ensure that they all understand these benchmarks and are informed on their roles and responsibilities. These benchmarks are meant to support the development of Mol as a credible institution where both male and female police officers will enjoy a safe working environment and can envision career paths for themselves.

I expect that the three phase of the LOTFA transition will focus on achieving the five goals articulated by the Mol and implement the following priorities:

1. **Institutional Reform:** The government of Afghanistan is committed to introducing institutional reforms. We have started the first phase of professionalizing support departments of the MOIA through the recruitment of highly qualified civilians in human resource management, budgeting and financial management, payroll management, medical services, ICT, planning and M&E, internal auditing and logistics. This should not only ensure the proper use and management of resources but also make MOIA a transparent and accountable institution. We expect the transition of LOTFA to fully support the institutional reform goals and in particular enable Mol to further expand reforms at the sub-national level. Furthermore, in order to recruit competent professionals in line positions to lead all these reforms, we need to provide them with appropriate compensation based on labor market norms. We have communicated with World Bank for covering these positions through CBR program since they are all civilians. Until World Bank finalize the process, a budget line under LOTFA should be created to cover salary of these positions.
2. **Alignment of Mol *Tashkeel* with Priorities and Needs:** While discussing the vital role of police officers in enforcing the rule of law and enhancing their relationships with local communities, we have come to realize that the current structure of MOIA is not responsive to these vital needs. We are all aware of the fight against insurgents in the insecure areas across the country, but now is also time for the MOIA to initiate civilian policing in the areas where there is some level of security. It is therefore important that the Mol, together with all partners, organize a strategic dialogue to review its *Tashkeel* and have a dedicated division for civilian policing.

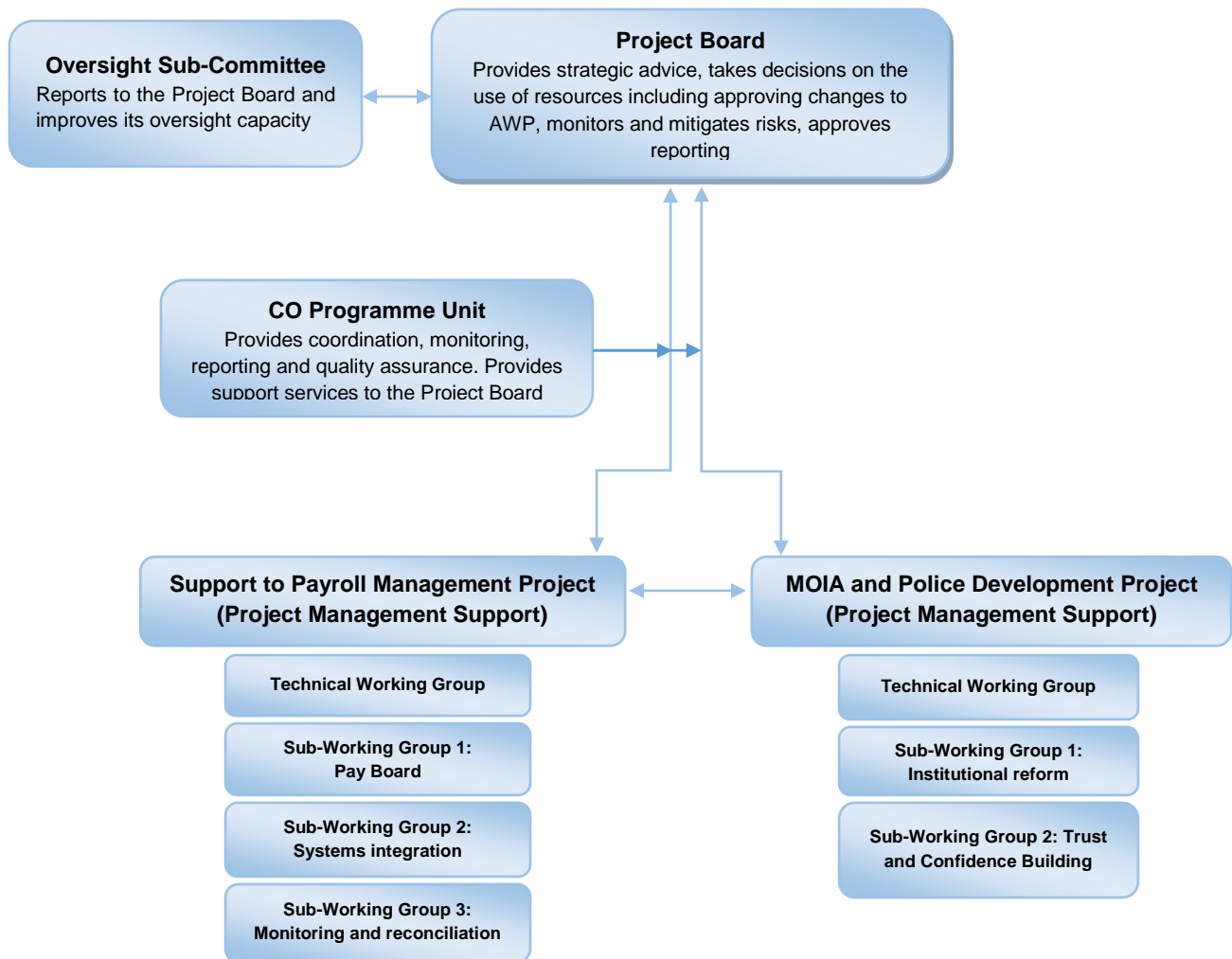
3. Technical Assistance to Security Sector Based on Needs and Demand: Experience has taught us that no matter how many advisers are recruited for an institution, they cannot make any difference if reform is not initiated and supported by the recipient institution. It is therefore important that we move from supply-driven technical assistance to demand- and needs-driven technical assistance. I also expect that a mapping of all technical assistance provided to the MOIA will be carried out and aligned with the needs of the MOIA.
4. Review of Security Sector Institutions, Roles, Size and Needs: Sustainability within the security sector is of immense importance to the Afghan government. In the light of new challenges, strategic and holistic discussions are required to address the evolving security situation of the country and to assess the roles of police and army fighting the insurgents in relation to their numbers and costs. We expect that under the leadership and ownership of the Afghan government a series of such dialogues will be initiated with our international partners. The result of such dialogues will enable us to understand the (i) reforms and revisions needs within security institutions, (ii) specific roles and responsibilities of institutions, and (iii) how to sustain the sector in the long-run.
5. Transforming Police for a Credible Career: Due to a number of reasons, many police officers do not see a career path for themselves in the police forces. In order to transform the police to provide credible career paths, we need to undertake numerous steps including review and revision of police salaries, incentives and retirement policies. Similarly, we should explore partnership opportunities with the private sector to facilitate their engagement in the development of police housing townships across the country. The provision of affordable and safe housing to police officers based on payment instalments will enable the government to seriously fight corruption, since whoever is found guilty, his/her apartment will be taken back by the government.
6. Training and Capacity Building of Police: We need to partner with a well-respected police academy within the region to improve and develop our police academies in order to respond to our needs and also to fulfil the requirements of 21st century policing. To ensure the quality and efficiency of trainings we need to have seven police academies across the country with proper infrastructure, curriculum, staff etc. Investment in police academies will directly impact the quality of service delivery to people and also help us in reducing the costs of training and mentoring since producing more qualified graduates will require less mentoring and training.
7. District Police Station as Part of District Complex: We should study the current infrastructure of sub-national entities and assess our future plan for the districts. Police stations must fully incorporate the concept of district level complex to accommodate the police, courts and governor office. Implementation of this concept is vital from administrative, security and economic points of view.
8. Long Term Partnership Negotiation with Private Sector for Quality Supply and Services: To ensure sustainability within the security sector, the Afghan government has to reduce costs of this sector drastically in the future. According to our calculation, 50% of the resources funneled to the security sector are wasted mainly due to lack of control mechanisms in business processes, massive corruption

and lack of long--term partnerships with the private sector. For the purpose of efficiency and effectiveness, we have to make a realistic assessment of the needs of security forces, plan properly and ensure the supply in an accountable and transparent manner. Besides streamlining the business processes with proper methods of control and fighting corruption with proper mechanisms of reward and punishment, we also need to engage the private sector to build a long--term partnership in the security sector.

9. Revisiting UNDP overhead fees: With completion of each phase of transition, more responsibility will be transitioned from UNDP to MOIA and UNDP will have lesser responsibilities. It is therefore important that for each phase of transition, overhead charges should be negotiated with UNDP in light of their level of responsibility.

## ANNEX IV. OVERVIEW OF LOTFA PROJECT GOVERNANCE STRUCTURE

The LOTFA Project governance structure is aligned with international standards for Project management and oversight. The structure ensures UNDP's accountability for programming activities, results and the use of resources, while at the same time fostering national ownership and alignment with national processes. The figure below illustrates the overall coordination arrangements for the various structures.



## ANNEX V. TERMS OF REFERENCE – PROJECT BOARD

---

### Function

The Project Board is responsible for providing overall strategic guidance and direction to the Project to ensure that Project objectives are being met. It approves the Annual Work Plan (AWP) and ensures that the required resources are committed for achievement of results. The Board also monitors risks associated with implementation and takes decisions accordingly. As the highest body of authority within the LOTFA governance structure, the Board is also tasked with appointing an oversight committee to serve as an independent and objective assurance mechanism.

### Responsibilities:

- Provide overall strategic guidance and direction to the Project, ensuring it remains within the framework set by the Project Document and approved AWP, any deviation allowed of time-of-performance and against budgets, applicable decisions of the Project Board or UNDP Country Office, and applicable UNDP and national rules and regulations.
- Review and approve AWP of LOTFA, and approve substantive revisions to AWP and the Project Document, including considerations on carry-over activities for the next AWP, in case Project activities have not been completed and their related budget not used up within the implementation of the current AWP. Substantive revisions may be defined in relation to a change in substantive scope, time and/or budget. A change in the substantive scope would affect the scope at the outputs and/or activity results level. A change in the timeframe would indicate that implementation cannot be completed within the given quarter of AWP and shall be extended into the following quarter. A reallocation of funds between approved outputs in excess of 10 per cent.
- Approve the scope of decision-making authority of the Project Managers for the implementation of AWP.<sup>55</sup>
- Amend, modify or supplement the decision-making authority set forth in the annex of the Technical Working Groups (TWGs), including in respect of the review the implementation of activities and to recommend changes to AWP.
- Address Project issues and risks raised by the Project Managers by providing guidance and possible countermeasures/management actions
- Provide ad-hoc direction and advice for exceptional situations when the Project Managers' scope of decision-making authority is exceeded.
- Review quarterly and annual progress reports, as well as audit reports and other ad hoc reports, and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily, according to plans. When reviewing the Project Annual Review Report, including lessons learned, make recommendations for the next AWP.

---

<sup>55</sup> Both the Support to Payroll Management and the MOIA Professionalization and Service Delivery Projects will have a Project Manager for each Project, who will be responsible for implementation of the AWP and the day-to-day management of the respective Project.



- Review the financial report (Combined Delivery Reports) prior to certification by the Ministry of Interior Affairs (MOIA) as the Implementing Partner of LOTFA.
- Review and approve the mid-term and final Project Reports, and make recommendations for follow-up actions.
- Perform quality assurance on Project evaluation processes and products.
- Maintain communication with the Oversight and Coordination Board (OCB) regarding levels of funding within LOTFA affecting donor-funding obligations under the Chicago Commitments.
- Make recommendations for follow-up actions to be submitted to the Outcome Board
- Notify operational completion of the Project to the Outcome Board.

The Project Managers will report to the Project Board on a quarterly basis through the established Project Board meeting structure. As a UNDP employee, the Project Manager is accountable to UNDP in accordance with its rules and regulations.

### **Composition**

The Project Board will be composed of the following members:

- Minister of Interior Affairs, as co-chair
- UNDP Resident Representative, as co-chair
- Minister of Finance
- LOTFA Donors at Ambassador level
- UNDP Country Director
- Head of Rule of Law, UNDP Country Office Programme Unit
- Project Managers

The MOIA shall designate a permanent alternate to serve as co-chair should the Minister be unavailable to ensure that Project Board meetings continue as scheduled. Observers may be invited to the Project Board meetings, as approved by the co-chairs, but will not have any decision-making rights. Donors may delegate the responsibility for participation in the Project Board through formal communication to the Project Board.

### **Procedures**

The LOTFA Project Management Support (LOTFA PMS) will provide support to the Project Board meetings, such as logistics and note-taking.

- Meeting Arrangements: the LOTFA PMS will disseminate a proposed agenda at least two weeks before the scheduled meeting. The agenda will be developed with inputs from the Project Board members, Project Managers and TWGs through the LOTFA PMS. Necessary background documents for the meeting will be disseminated at least one week before the meeting in order to facilitate informed decision-making, including proposed changes to AWP submitted by the TWGs based on the completion of a completed template justifying the recommendation as well as written proposed resolutions/decisions to be presented for decision of the Project Board. Minutes will be prepared by the LOTFA PMS and circulated to Board members at most one week after the meeting for electronic approval. If specific decisions are to be taken by the Board, Board Members may request additional time to allow for internal consultation, and delay decision-making by an agreed period of time or until the next meeting. All Board decisions and matters requiring follow-up shall be recorded in the

minutes. The UNDP Resident Representative, with the support of the CO ROL Unit, will be responsible for follow-up on action items resulting from the meeting and will inform the Board members of progress at the subsequent Board meeting.

- Frequency: The Project Board will meet at least quarterly, but can be convened at an ad-hoc basis at the request of any of the members or of the Project Managers.
- Revisions to AWP: Board members will receive from the Project Managers through the LOTFA PMS, at least one week before the meeting, proposed changes to AWP<sup>56</sup>, made by the relevant TWG, based on Project implementation reviews and funding requests submitted by TWGs and the Project Manager for the respective Project. Board members will discuss these during the Project Board meeting in order to render a final decision on approval or rejection of the changes and requests. The Project Managers will provide additional background and justification of the recommendations, if so required by the Board members. If specific decisions are to be taken by the Board, Board members may request additional time to allow for internal consultation, and delay decision-making by an agreed period of time or until the next meeting. Once a decision has been made, the decision will be recorded in the minutes of the meeting. Any change in the allocation of funding to LOTFA relating to the funding obligations of the Chicago commitments, will be communicated to OCB through the Project Managers, upon approval by the Project Board of the changes to the AWP and the Project Document.<sup>57</sup>

### **Decision-making**

Decision-making is done through consensus of the members of the Project Board present at a duly convened meeting of the board. A meeting is convened if the requisite notices have been delivered to the members of the board. Only Project Board members have decision-making rights. The Project Board may decide to put a decision up for voting through an electronic voting mechanism, in the exceptional circumstances that an issue cannot be resolved by the Project Board within the timeframe of its scheduled meetings, and when the issue requires immediate attention by the Project Board.

### **Partnerships and coordination**

The co-chairs of the Project Board will maintain partnerships and communication with OCB in order to ensure optimal strategic coordination between ongoing initiatives by the international community to strengthen MOIA and the Rule of Law in Afghanistan.

### **Changes to the TOR**

Any changes to the TOR may only be approved by the Project Board.

---

<sup>56</sup> A standard AWP revision template will be completed by the requested Project Manager, submitted to the UNDP Country Office for review prior to upward submission to the Project Board.

<sup>57</sup> A substantive revision of Project results and activities, including an increase or decrease in funding should be reflected in a substantive revision of the Project Document as well, as per UNDP POPP guidelines.

## ANNEX VI. TERMS OF REFERENCE – OVERSIGHT SUB-COMMITTEE OF THE PROJECT BOARD

---

The LOTFA Oversight Committee, referred to as “the Committee”, is part of the United Nations Development Programme (UNDP) Project entitled the “Law and Order Trust Fund for Afghanistan (LOTFA)” governance structure.

### Section I - Purpose/Function<sup>58</sup>

1. The Committee is established as a sub-committee of the Project Board to serve in an expert advisory capacity to assist the Project Board and the Project Managers in exercising their oversight responsibilities in accordance with relevant best practices, industry standards and in accordance with the financial rules and regulations applicable to UNDP and MOIA as the implementing partner.
2. The Committee shall provide external, independent, senior-level advice to the Project Board regarding the functioning of oversight in LOTFA, reviewing internal and external audit and oversight matters, and reviewing financial reports.
3. The Committee shall act in an advisory capacity, and is neither a governance body nor an appeal body. The Committee shall not take an executive role in the mandated activities of UNDP and its Project.
4. The responsibilities of the Committee are the following:
  - a. Consider all relevant reports by internal and external audit and oversight bodies that are made public or are provided to the Project Board, including information on the financial statements and management letters issued by the external auditors or OAI;
  - b. Advise on the adequacy and effectiveness of internal and external audit and oversight and the relevant strategies, priorities and work plans of LOTFA Project implementation, and suggest areas to address potential Project risks;
  - c. Review the effectiveness of the LOTFA and MOIA Project implementation systems for internal control and accountability, as well as LOTFA's risk management;
  - d. Review LOTFA financial statements and reports with a view to providing advice on qualitative improvements;
  - e. Monitor the status of implementation of recommendations issued by audit and oversight bodies;
  - f. Consider the risk and control implications of audit and oversight reports and highlight, as appropriate and with due consideration to confidentiality and due process, audit and oversight issues that may need further investigation;
  - g. Provide advice regarding the adequacy of the resources and performance of LOTFA's audit and oversight processes including MOI Project implementation systems; and

---

<sup>58</sup> Note, in line with UNDP audit policies, this Committee shall not have a purview over business conducted and transactions processed and approved by UNDP entities or personnel. By definition, UNDP's Direct Implementation Modality (DIM) expenditures are expenditures that have been processed by UNDP and approved by UNDP staff. These transactions can be the subject of an audit by only either OAI (internal audit) or the Board of Auditors (external audit). No other party enjoys the authority or the mandate to undertake an audit of transactions processed by and approved by UNDP. However, the LOTFA Oversight Advisory Committee can request OAI to undertake an audit. The decision whether to act on this request will be taken by OAI. UNDP audit reports are public documents.

- h. Prepare an annual report on its activities and recommendations, and submit to the Project Board.

## **Section 2 - Composition**

5. The Committee shall comprise five members. Three members shall represent LOTFA donors and be appointed by them; one member shall be appointed by MOIA-OIG, and one member shall be from the UNDP Country Office. All members shall be approved by the Project Board. Each contributing donor to LOTFA may nominate a qualified candidate, among whom the donors shall select by consensus. In the selection process, all parties shall pay due attention to the personal qualifications and relevant experience, as well as equitable gender and geographical representation, to the extent possible. All members of the Committee must have recent and relevant, senior-level, financial, audit, oversight and/or inspection experience and, to the extent possible, have experience in the following:
  - a. Accountancy;
  - b. Governance, assurance and risk management;
  - c. Audit;
  - d. Knowledge and understanding pertinent to LOTFA's strategic objectives;
  - e. Understanding of the organizational and UNDP system-wide operating context and accountability structures as well as MOI Project implementation systems and procedures.
6. Members of the Committee are appointed for a one-year period, and can only be reappointed once, for a final term of one year. Should the donor nominations exceed three, the members shall be identified by consensus.
7. Members should inform the Project Board if they are not in a position to serve the full term of their appointment, with three months prior notification. In the case of an upcoming vacancy, all donors will have the right to put forward nominations, among whom a new member is selected as per the process described above.

## **Section 3 - Authority**

8. The Committee shall have the authority to obtain information and/or documents it considers necessary to perform its mandate within the limitations of UNDP and MOIA confidentiality. Such information and documents received by the Committee shall be public documents.
9. Investigate anything within its Terms of Reference;
10. The Committee shall meet at least annually with the external NIM auditor and the internal DIM auditor (UNDP's Office of Internal Audit);
11. The Committee may obtain outside, independent professional advice, at LOTFA's Project expense with support from the UNDP country office, and secure the attendance of outsiders with relevant expertise and expertise if it considers this necessary.

## **Section 4 - Secretariat**

12. The secretariat support shall be provided by the UNDP Country Office Programme Unit through the Rule of Law (ROL) unit.

## **Section 5 – Meetings and Decision Making**

13. The Committee may adopt its own Rules of Procedure, which shall be communicated to the Project Board. The Committee shall meet, in principle, four times per year, but not less than

two times per year. The meetings shall take place in Kabul, at a venue to be decided by the Committee.

14. The members shall elect the Chair and a Vice-Chair on a yearly basis to preside over the Committee's meetings. The Vice-Chairperson shall preside over the meetings when the Chairperson is unable to attend a scheduled meeting.
15. The Committee shall work on the basis of consensus. The quorum for a meeting is three members, one of whom must be the Chairperson or Vice-Chairperson. As members serve in their personal capacity, alternates are not allowed.
16. No one other than the Committee members shall be entitled to attend the Committee meetings. Other representatives, i.e. internal/external auditors or MOI Office of the Inspector General, may attend a meeting at the invitation of the Committee.
17. After each meeting, the Committee shall submit to the LOTFA Project Board a report on its work and recommendations. The committee shall also submit to the Project Board an annual summary report of its activities, issues and results, including on its own effectiveness in discharging its duties. The annual report should be informed by the annual internal and external audits.

#### **Section 6 - Disclosure of Conflict of Interest**

Where actual or potential conflict of interest arises during the conduct of a meeting, the interest will be declared. The involved member(s) will be excused from the discussions and abstain from voting on the matter.

#### **Section 7 - Status of Members**

Members shall act in an independent, non-executive capacity with no managerial powers while performing these TORs. As such, members shall not be held personally liable for the decisions taken by the Committee acting as a whole.



## **ANNEX VII. TERMS OF REFERENCE - TECHNICAL WORKING GROUPS**

### **Function**

Technical Working Groups (TWGs) will function as working-level review bodies to assess progress on the implementation of AWP<sup>59</sup>. In conducting their review, TWG members will focus on assessing progress and achievements, addressing issues arising during implementation and assessing risks that may affect the achievement of the established targets and milestones for the respective Project within the specific timeframe. The TWGs will allow for focused technical discussions, analysis and therewith risk monitoring support. To that end, for the Support to Payroll Management Project it created sub-working groups for key functional areas, namely i) Pay Board; ii) Systems Integration and iii) Monitoring and Reconciliation. Similarly, for the MOIA and Police Development Project the TWG will have functional area sub-working groups on a) Institutional reform and b) Trust and Confidence Building. Both the Support to Payroll Management Project and the MOIA and Police Development Project will continue to have regular general TWG meetings which will serve as “overarching” fora in which the outcomes from each of the sub-working groups will be reviewed and which will act as the sole forum for each Project to advise the Project Board. This will maintain cohesion among the sub-working groups and ensure intra-MOIA and donor communication and coordination. The function, responsibilities, areas of work and periodicity of the TWG sub-working groups is described in TWG table 1 of these TOR.

TWGs will function as a consultative body to the Project Managers, reviewing progress against the AWP milestones and recommending actions to solve problems and/or mitigate risks. Where issues and risks are outside the scope of the mandate of TWGs to deliberate, they will affirmatively recommend action for consideration by the Project Board through the Project Managers. The function of TWG will complement the responsibilities of the UNDP Country Office to ensure objective and independent oversight and monitoring. While the TWGs will be the principal forum for LOTFA partners to discuss and recommend actions to the Project Manager for each respective Project, the sub-working groups will perform this function for the Chief Technical Advisors (CTA) of the two components of the MOIA and Police Development Project.

### **Responsibilities<sup>60</sup>**

- Review progress,<sup>61</sup> including programme and financial implementation (delivery) against AWP. Document the review as well as actions to be taken and recommend actions to the Project Managers to address issues, weaknesses and risks identified as a result of the review. TWGs will review both financial and program performance against approved AWP.
- Address issues brought to TWG by the Project Managers, partners, UNDP Country Office and stakeholders, related to Project implementation within the area of work of the respective Project, in order to assess its effect on the achievement of targets and milestones established within the AWP, and propose actions. When issues pertain to specific functional areas as

<sup>59</sup> Progress can also be assessed on the level of more specific work plans, such as the Payroll Action Plan.

<sup>60</sup> These responsibilities refer to the general TWG meetings serving as “overarching” fora for both Project, unless where otherwise stated.

<sup>61</sup> TWGs should meet minimally on a monthly basis, but the frequency of meetings can be increased dependent on Project TWGs needs, such as weekly meetings.

identified above for both Projects, these issues will then be addressed in the respective sub-working group.

- Review risks brought to TWG by the Project Managers within the scope of the Project risk assessment card, review and advice on the assessments made by the Project Managers of their effects on the viability of Project implementation, and review and give advice to the Project Managers regarding any actions proposed by the Project Managers to mitigate the risks. When risks pertain to specific functional areas as identified above for both Projects, these risks will then be addressed in the respective sub-working group.
- Assess capacity challenges brought to TWG by the Project Managers within the area of work of the respective Project, and review and advise the Project Managers regarding any capacity development initiatives proposed by the Project Managers to respond to these challenges.
- Recommend actions for approval by the Project Board in respect of any matters brought before TWGs requiring the approval of the Project Board.
- Contribute to the regular review of other actors working within the technical scope of the Project and bring such information to the attention of the other members of TWG to ensure adequate coordination and avoid duplication, both technical and financial, between programmes supported by the Government and the international community.
- Discuss new funding requests and/or activities, brought to the attention of TWGs by its members, and assess their alignment with AWP and their contribution to the achievement of Project outputs, including the effect of the changes to activities and funding as outlined in AWP. Upon the affirmative recommendation of TWG, ensure that the Project Managers submit the matter to the Project Board for its consideration.
- Review decisions of the Project Managers and MOIA for the allocation of NTA positions within the respective Projects. TWG members may review the recommendations of the appointment of specific candidates to ensure that the selected candidates meet the required competences of the specific job description, including relevant functions and experience.

## Composition

TWG will consist of parties that either have a member or an observer status.<sup>62</sup> Members are considered all LOTFA partners directly involved in the implementation of AWP for the respective Project. However, all members do not have decision-making authority (see decision-making process). Observers are LOTFA partners that are indirectly involved by developing related initiatives within MOIA/ MOF and therefore are required to coordinate with the Projects. New parties can be invited as observers to TWGs on an annual basis, based on a formal request and approval by the TWG members. On an ad hoc basis, observers may be convened to participate in specific TWG meetings, but will not have permanent observer status. MOIA and MOF

---

<sup>62</sup> **Support to Payroll Management Project.** *Members:* Representative of Office of the Deputy Minister of Interior Affairs for Support, MOIA DG Finance and Budget, MOIA DG Human Resources, MOIA Director, MOIA ID Cards entity, Representatives of the Ministry of Finance, LOTFA Project Manager, UNDP CO and Donors funding Support to Payroll Management Project. *Observers:* LOTFA donors not providing funds to Support to Payroll Management Project, International policing partners with interest in Support to Payroll Management Project.

**MOIA and Police Development Project.** *Members:* Deputy Minister of Interior Affairs for Security and Administration, Head of the Training and Education General Command of MOIA, MOIA Director of Strategy, MOIA Director of Policy, MOIA Strategy and Planning, Chief of Staff for DM Security Head of the Community Oriented Policing, Representative of Office of the Deputy Minister of Interior Affairs for Support, Gender Directorate of MOIA, Office of Chief of Staff of MOIA, Inspector General Office of MOIA, CID department, The office of the Deputy Minister of Interior Affairs for Security, LOTFA Project Manager, UNDP CO and Donors funding MOIA and Police Development Project. *Observers:* LOTFA donors not providing funds MOIA and Police Development Project and International policing partners with interest in the Project.

participate as members, and the relevant DM departments within MOIA and MOF will participate on the basis of the items to be discussed within the agenda.

### **Procedures**

The TWG meetings will be convened by the Project Managers, according to the meetings calendar established for the respective Project, as agreed to by the TWG members. The individual Project TWGs and sub-working groups will be co-facilitated by the MOIA Deputy Ministers and by the LOTFA Project Managers, or in his/her absence, a designated LOTFA staff. The LOTFA Project Management Support (LOTFA PMS) unit for each Project, under the guidance and supervision of the respective LOTFA Project Manager, will provide support to the TWG meetings such as logistics and note-taking.

- Meeting Arrangements: The LOTFA PMS will distribute a proposed agenda at least seven calendar days before the scheduled meeting, along with background documents, including an updated Risk Assessment Card, to the TWG members, the Project Manager, the UNDP Country Office and the Project Board can propose items to be included in the agenda. Minutes will be prepared by the LOTFA PMS and circulated to TWG members within seven days after the meeting. The LOTFA PMS, under the guidance of the Project Manager and with the support of the secretariat, will be responsible for follow-up on action items resulting from the meeting, and will periodically report back to TWG or upon its request.
- Frequency: TWG and sub-working groups will meet at least once every month to review progress and plan for the upcoming month. Ad-hoc meetings shall be convened as requested by the TWG members or the Project Manager. A review of programme and financial execution of the Project will be conducted, at a minimum, on a quarterly basis in a general TWG meeting.
- Revisions to AWP: TWGs and the Project Manager may propose changes to AWP based on the submission of a completed template justifying the recommendation. If initiated and approved by TWG, the Project Manager will submit the proposal to the Project Board for its consideration. The Project Manager will liaise with the UNDP Country Office in order to review the proposed changes approved by TWG and add recommendations before submitting the proposal to the Project Board for its consideration.

### **Decision-making process**

Decisions will be taken by consensus. Only members of TWGs have decision-making rights. Decision-making shall be based on institutional representation (MOIA, MOF, UNDP, Individual donors each have one vote). The LOTFA PMS, acting as a secretary, will record in the official minutes of the meeting the decisions taken by the members of TWG. When the TWG members cannot reach consensus, TWG can request that the item be discussed at the next or a later meeting or be submitted for virtual endorsement, in order to allow for further consultation. When TWG cannot reach a consensus, it shall submit the item to the Project Board for its consideration following the procedures outlined in this TOR.

### **Partnerships and coordination**

The Project Managers are responsible for maintaining relationships with other relevant actors in order to ensure coordination between ongoing international community initiatives to strengthen MOIA and the Rule of Law in Afghanistan. These relevant bodies include but are not restricted to

IPCB-S, EUPOL, CSCT-A, SSMI, RSM, GPPT, United Nations agencies and other multilateral organizations. The Project Managers will ensure that communication with OCB is maintained through the Project Board regarding the fulfilment of Chicago funding commitments under LOTFA.

### **Changes to the TOR**

Any changes to the present TOR are expected to be agreed upon within TWGs and approved by the Project Board.

### **Templates**

The following annexes form an integral part of the Terms of Reference for the Technical Working Groups: TWG Table I: Outline of TWG sub-working groups; TWG Template I: Agenda for TWG meetings; TWG Template II: Minutes for TWG meetings; TWG Template III: TWG request for AWP revision (incl. new funding requests).

Table I: Outline of TWG sub-working groups

Support to Payroll Management Project				
Sub-working group	Functional Areas			Technical Working Group
	"Pay Board"	"Systems integration"	"Monitoring and Reconciliation"	
<b>Purpose</b>	Ensure oversight of the pay budget, insight into pay requirements, and provide focused oversight of the MOIA pay funding stream to inform OCB discussions (where relevant)	Ensure implementation of technical solutions to link / integrate independent systems and plan for the sustainment of payroll-related systems	Strengthen MOI internal controls and verification and reconciliation procedures	Maintain cohesion among the sub-working groups and ensure intra-MOIA and donor communication and coordination
<b>Function</b>	<ul style="list-style-type: none"> <li>- Review pay budget</li> <li>- Validate proposed pay requirement</li> <li>- Review HR policies related to pay</li> <li>- Analyze policies</li> <li>- Review donor funding levels against execution</li> </ul>	<ul style="list-style-type: none"> <li>- Review implementation plans</li> <li>- Review Terms of Reference for contract solutions</li> <li>- Monitor achievement of milestones against implementation plans</li> <li>- Review Service Level Agreements and Memorandums of Agreement, as needed</li> <li>- Facilitate inter-linkage</li> </ul>	<ul style="list-style-type: none"> <li>- Assurance on payroll</li> <li>- Review payroll and payment rules, procedures and practices</li> <li>- Reconcile payroll HR records with EPS/WEPS; pay budget and AFMIS</li> </ul>	<ul style="list-style-type: none"> <li>- Review outcomes from each of the sub-working groups;</li> <li>- Act as the sole forum to advise the Project Board</li> </ul>
<b>Areas of work</b>	<ul style="list-style-type: none"> <li>- Budget formulation according to Tashkil</li> <li>- Setting of base and incentive pay rates</li> <li>- Approval of certain HR policies related to payroll</li> <li>- Ensure Budget/financial sustainability</li> </ul>	<ul style="list-style-type: none"> <li>- Insight into Tashkil slotting process</li> <li>- Alignment of data fields</li> <li>- Integrated payroll system design</li> <li>- Internal control mechanisms for integrated payroll system</li> </ul>	<ul style="list-style-type: none"> <li>- Monitoring Agent reports</li> <li>- Monthly reconciliation reports</li> <li>- Payroll and payment rules, procedures and practices</li> </ul>	<ul style="list-style-type: none"> <li>- All areas discussed in depth by sub-working groups</li> </ul>
<b>Members</b>	MOI-F, MOI-HR, HQRS / CSTC-A; donors, MOF	MOI-ICT, MOI-HR, MOF, HQRS / CSTC-A, Netlinks and other third party vendors; donors	MOI, MOF, HQRS / CSTC-A, MA; donors	<ul style="list-style-type: none"> <li>- MOI-ICT, MOI-HR, MOI-Finance, donors, HQRS / CSTC-A</li> </ul>
<b>Periodicity</b>	Monthly – Week I	Monthly – Week II	Monthly – Week III	Monthly – Week IV

**MOIA and Police Development Project**

Sub-working group	Functional Areas		Technical Working Group
	"Institutional reform"	"Trust and Confidence Building"	
<b>Purpose</b>	Ensure coherence and coordination of LOTFA institutional development activities within the framework of MOI reform and capacity development strategies and initiatives	Ensure coherence and coordination of LOTFA police professionalization and service delivery support activities within the framework of MOI training and capacity development strategies and initiatives	Maintain cohesion among the sub-working groups and ensure intra-MOIA and donor communication and coordination
<b>Function</b>	<ul style="list-style-type: none"> <li>- Receive and analyze technical and progress reports related to the AWP</li> <li>- Enable information-sharing between MOIA, the Project and other international partners and assistance providers</li> <li>- Formulate areas for coordination among assistance providers to the MOIA in the respective areas of work</li> </ul>	<ul style="list-style-type: none"> <li>- Receive and analyze technical and progress reports related to the AWP</li> <li>- Enable information-sharing between MOIA, the Project and other international partners and assistance providers</li> <li>- Formulate areas for coordination among assistance providers to the MOIA in the respective areas of work</li> </ul>	<ul style="list-style-type: none"> <li>- Review outcomes from each of the sub-working groups;</li> <li>- Act as the sole forum to advise the Project Board</li> </ul>
<b>Areas of work</b>	<ul style="list-style-type: none"> <li>- Strategy and Policy (includes aid coordination, M&amp;E, Capacity Development, reform)</li> <li>- Human resources policy, including Gender</li> <li>- Programme budgeting</li> <li>- ICT/ERP</li> <li>- Internal audit and accountability</li> </ul>	<ul style="list-style-type: none"> <li>- Legal and policy framework</li> <li>- Policing standards</li> <li>- Training strategy and leadership development</li> <li>- Police service delivery Community policing (with special focus on gender and human rights compliance)</li> </ul>	<ul style="list-style-type: none"> <li>- All areas discussed in depth by sub-working groups (focusing on cross-cutting Project issues)</li> </ul>
<b>Members</b>	DM Policy and Strategy, DM Support, DM Administration; Gender Directorate, OIG; donors; international assistance providers (SSMI, RS advisors/CSCT-A/OXUS)	DM Administration, DM Policy and Support, DM Administration, DM Security, Gender and Human Rights, Legal Directorate, Police E Mardoumi (PeM), Training and General Command, Police Staff College, Police Academy and Regional Training Centers, PCOP and DCOP; International assistance providers (EUPOL, GPPT, RS/CSTCA, SSMI)	
<b>Periodicity</b>	Monthly	Monthly	Monthly



## **Annex VII.1. TWG TEMPLATE I: Agenda for TWG meetings**

### AGENDA

#### Technical Working Groups

**Date:**

**Time:**

**Venue:**

**Participants:**

- Members
- Observers:

**Proposed agenda:**

**1. Review of progress in implementation of AWP**

- **Presentation of substantive progress (by output)**
- **Presentation of financial execution (by output)**

Responsible: Project Manager

**2. Discussion and analysis of issues/challenges**

- Item #1
- Item #2
- Etc.

Responsible: All

**3. Discussion and analysis of risks**

Responsible: All

**4. Other items**

Responsible: All

**5. Decision points:**

- Follow-up and responses
- Issues/risks to be raised to the Project Board

## **Annex VII.2. TWG TEMPLATE II: Minutes for TWG meetings**

### Minutes

#### Technical Working Groups

**Date:**

**Time:**

**Venue:**

**Participants:**

- Members
- Observers:

**Summary:**

#### **1. Review of progress in implementation of AWP**

##### **a) Presentation of substantive progress**

Project Manager: (summary of findings)

All: (summary of feedback – specifying name of donor country representative and key points)

##### **b) Presentation of financial execution**

Project Manager: (summary of findings)

All: (summary of feedback – specifying name of donor country representative and key points)

#### **2. Discussion and analysis of issues:**

(Summary of discussion)

#### **3. Discussion and analysis of risks:**

(Summary of discussion)

#### **4. Other items:**

(Summary of discussion)

#### **5. Decision points**

- Action items for follow-up and response
- Action items to raise to the Project Board

### **Annex VII.3. TWG TEMPLATE III: TWG request for AWP revision (incl. new funding requests)**

Template for recommendation of changes to AWP (incl. new funding request)

Technical Working Groups

Title of funding request:

TWG Member presenting proposal:

Date of presentation:

This funding request relates to: ☐ Support to Payroll Management Project  
☐ MOIA and Police Development Project

Does this funding request affect donor funding obligations under the Chicago commitments?

☐ Yes  
☐ No

**Description of activities outlined in funding request, and relation to AWP:**

**Which Project Outputs, activities and targets will be affected by the funding request, and justify how the proposed changes will enhance achievement of LOTFA results:**

Submitted by:

Date:

Approved by:

Minister of Interior Affairs

Date:

Annex: Concept note of funding request.

Endorsed by:

Project Manager LOTFA

Date:

Approved by:

UNDP Resident Representative

Date:

## **ANNEX VIII. TERMS OF REFERENCE – UNDP COUNTRY OFFICE PROGRAMME UNIT**

---

### **Function**

The UNDP Country Office ROL Programme Unit (CO ROL Unit), under the direction and supervision of the Country Director and Senior Deputy Country Director, is responsible for developing and managing UNDP country programmes. This responsibility includes overseeing that Projects effectively contribute to programme objectives in line with the UNDP Programme strategies, the Country Programme Document, UNDAF and the UNDP Strategic Plan. The CO ROL Unit develops a programmatic vision with a clear theory of change, and on this basis, develops Projects that advance the programmatic objectives. The CO ROL Unit oversees whether the Projects in their respective portfolios perform within the framework of the Project documents, as agreed on in AWP, and whether they contribute to the programme objectives. As an extension of this principal responsibility, the CO ROL Unit will perform a Project assurance role, in support of the Project Board, by carrying out objective and independent Project oversight and monitoring functions, in order to ensure strategic and substantive coherence between the UNDP country programme and Projects.

Project assurance remains the overall responsibility of each member of the Project Board, although the UNDP Country Office Programme Unit usually holds this function by formal delegation of the Project Board in order to ensure that this oversight function is performed on an ongoing basis. The CO ROL Unit ensures that the Project contributes effectively to the UNDP Country Programme objectives, that the Project remains relevant and meets quality standards, that appropriate Project management milestones are managed and completed, and that the Project is implemented in compliance with UNDP and government rules and regulations. The CO ROL Unit will also provide support to the functioning of the meetings of the Project Board and will liaise with Technical Working Groups (TWGs), the Project Managers and LOTFA Project Management Support (LOTFA PMS) units for each Project regarding requests and recommendations to be elevated to the Project Board.

### **Responsibilities regarding Project assurance**

- Monitor the implementation of the Annual Work Plans (AWP) by the LOTFA PMS for the respective Project, focusing on the timely and quality achievement of planned targets, financial execution and the management of risk mitigation measures. Regarding changes to AWP, check that AWP meets quality standards and if changes are supported by sufficient justification and documentation prior to sending the revised AWP to the Project Board for approval.
- Perform reviews and quality control on Project implementation to ensure that Project funds are implemented in line with UNDP rules and procedures.
- Monitor that the obligations as set out in Cost-Sharing Agreements with donors are met and followed-up on, including the timely submission of quality reporting, the schedule for the disbursement of funding and the commission of Project evaluations, mid-term reviews and audits.
- Advise the Project and the Project Board on issues and risks and on relevant developments in the programme area, and ensure that these are periodically updated in the risk assessment card and in the corporate monitoring system (ATLAS).
- Review Project reports (quarterly, annual and final) and ad-hoc documents to ensure that UNDP RBM standards are met, and ensure their submission to donors.
- Perform assurance and management tasks specific to the different stages of the UNDP programme and Project management cycle.
- Support resource mobilization in view of programme objectives.
- Support knowledge management, including through the capture, recording and communication of lessons learned.

- Provide support and oversight to LOTFA PMS on the management and filing of Project documentation that these are uploaded to UNDP corporate systems (ATLAS) and are accessible through the open UNDP public website.
- Monitor the follow-up on and implementation of recommendations resulting from evaluations, audits and monitoring reports.
- Ensure coordination with other UNDP/United Nations Projects and monitor and manage interdependencies.
- Provide additional support to LOTFA, when necessary, to ensure that Project management responsibilities are met.
- Conduct monitoring visits to Project sites and spot checks.

### **Composition**

Within the overall function of Project assurance and oversight, the CO ROL Unit will perform this function and related responsibilities. Under the overall direction of the Country Director and the Deputy Country Director, the CO ROL Unit will consist of:

- Rule of Law Unit: integrated by the Head of the Unit and Programme Officer(s) who are responsible for the daily performance of Project oversight and monitoring functions.
- Office of Financial Management and Oversight (OFMO)

### **Partnerships and coordination**

The CO ROL Unit will maintain close coordination with LOTFA PMS to ensure adequate resourcing of LOTFA. It will liaise with UNAMA, United Nations agencies and the international community in the field of Rule of Law in Afghanistan. It will also engage with beneficiary groups to ensure that their expectations are met through the programmes and Projects.

### **Changes to the TOR**

Any changes to the present TOR are expected to be agreed upon within the Project Board and approved by the co-chairs.

## ANNEX IX. TERMS OF REFERENCE - LOTFA PROJECT MANAGEMENT SUPPORT

---

### Function

The LOTFA Project Management Support (LOTFA PMS) serves the principal function of ensuring that the Project produces the results specified in the Project Document and Annual Work Plans (AWPs), and that the Project is implemented according to UNDP and government rules and regulations. A LOTFA PMS unit will be established for each Project. It will consist of the Project Manager for the respective Project, the MOIA and Police Development Project Chief Technical Advisors and UNDP-funded support staff. Both units will be supported by a single Project Management Specialist, who will liaise between the UNDP CO ROL unit and both Projects, providing technical support to planning, monitoring, assurance, oversight and knowledge management support to the Projects.

The Project staff will work together with the national authorities and staff from the Ministry of Internal Affairs (MOIA) and the Ministry of Finance (MOF), ensuring that LOTFA is integrated within the relevant areas of work of MOIA<sup>63</sup> and MOF.<sup>64</sup> The Project Managers have the authority to run the Project on a day-to-day basis within the constraints laid down by the Project Board (i.e. framework set by Project Document and approved AWP, allowable deviation from time and budgets, Project Board/UNDP Country Office decisions, UNDP Rules and Regulations, national legislation), and will provide direction and guidance to the LOTFA PMS. The Project Managers will report to the Project Board, the UNDP Country Office ROL Unit and UNDP senior management on the implementation of the Project, and update periodically on the Project management and assurance mechanisms in place. LOTFA PMS will also provide support to the functioning of the meetings of the Project Board and the TWGs, and will liaise with the CO ROL Unit through the LOTFA Project Managers regarding requests and recommendations to be submitted to the Project Board.

### Responsibilities of the Project Management Support

- Coordinate the implementation of the Project, ensuring that the Project produces the results specified in the Project Document, to the required standard of quality and within the specified constraints as set by the Project Board.
- Prepare and submit AWP and associated plans, including the risk management plan to the Project Board through the CO ROL Unit for approval, including subsequent revisions of AWP to reflect changes in implementation (time, costs, activities and responsible parties).
- Mobilize Project resources to carry out activities and produce outputs in line with the approved AWP, including the management and oversight of responsible parties for the procurement of goods and services, as specified within AWP.
- Manage requests for the provision of financial resources for the payroll according to the modality and procedures established between MOIA and UNDP, and monitor their execution to ensure accuracy and reliability of financial reports from MOIA and MOF.
- Monitor progress in the implementation of the Project, assess progress in achievement of outputs and targets and in the use of financial resources, review Project activities per set quality criteria, monitor issues and risks and update these in the risk assessment card and in the Project issues and risks logs.

---

<sup>63</sup> MOIA is the implementing partner, as per UNDP policies: "The Implementing Partner is the entity responsible and accountable for managing a Project, including the monitoring and evaluation of Project interventions, achieving Project outputs, and for the effective use of UNDP resources. A single implementing partner is designated to manage each UNDP-supported Project."

<sup>64</sup> MOF is a responsible party and directly accountable to the implementing partner in accordance with the terms of their agreement or contract with the implementing partner."



- Prepare and submit the Project Quarterly Progress Reports and the Annual Review Report to the CO ROL Unit for onward submission to the Project Board.
- Set-up and maintain effective internal controls and execute risk and control procedures, in compliance with the UNDP Internal Control Framework and Project management standards.
- Identify and obtain from the CO ROL Unit support and advice required for the management, planning and control of the Project.

#### **Responsibilities regarding support to the Project Board**

- Provide support to the organization of Project Board, following the meeting arrangements as established in the respective TORs for the Project Board (i.e. sending out invitations, preparing meeting agendas, compile and distribute meeting materials, administration of Project Board meetings and note taking).
- Review requests and recommendations emerging from TWGs for consideration of the Project Board, and ensure that these items including necessary background materials are included in the Project Board meeting agenda.
- Set up and maintain Project files related to Project Board management and decisions-points and establish document control procedures.

#### **Responsibilities regarding support to TWGs (including sub-working groups)**

- Provide support to the organization of TWG meetings, following the meeting arrangements as established in the respective TORs for TWG (i.e. sending out invitations, preparing meeting agenda, compile and distribute meeting materials, administration of TWG meetings and note taking).
- Share any assessment, evaluation or monitoring reports with members of the specific relevant Projects.
- Prepare the requests and recommendations emerging from TWGs to be submitted to the Project Board in liaison with the CO ROL Unit, ensuring that the necessary justification and background have been duly developed and confirm to quality standards.
- Set up and maintain Project files related to TWG management and decision-points and establish document control procedures.

#### **Procedures**

LOTFA PMS, under the guidance and supervision of the Project Manager, will perform the following duties in support of implementation of LOTFA:

- Monitoring and reporting: monitor technical activities carried out by responsible parties, perform Project-monitoring tasks, as defined by and required by the LOTFA Project Document, and produce progress, annual, final and ad-hoc reports. LOTFA PMS will oversee the monitoring activities carried out the Monitoring Agent (MA) and ensure follow-up on issues identified in the MA reports.
- Provision of technical support services: provide technical advice and support to the implementation of LOTFA, according to the activities and targets as laid out in the AWP.
- Financial management: assist in the financial management tasks under the responsibility of the Project Manager.
- Project document management: administer Project revision control, establish document control procedures, compile and distribute all Project reports.
- Provision of administrative services: set up and maintain Project files, donor contact lists, collect Project related information data, update plans, administer the quality review process and administer Project Board meetings.

#### **Partnerships and coordination**

LOTFA PMS will liaise with the CO ROL Unit, the Project Board, beneficiaries and partners to assure the overall direction and integrity of the Project. The Project Managers are responsible for maintaining relationships and communication with other relevant actors, in order to ensure optimal technical coordination between ongoing initiatives by the international community to strengthen MOIA and the Rule of Law in Afghanistan. These relevant bodies include but are not restricted to IPCB-S, EUPOL, CSCT-A, RSM, SSMI, and other multilateral organizations. The Project Managers together with the CO ROL Unit will ensure that communication with OCB is maintained regarding the fulfilment of Chicago funding commitments and document preparation under LOTFA.

### Changes to the TOR

Changes to the present TOR is expected to be agreed upon within the Project Board and approved by the co-chairs.

## ANNEX X. AWP, RRF, RISK AND MONITORING FRAMEWORK

(See separate attachment)

## ANNEX XI. SAMPLE OF SERVICE LEVEL AGREEMENT

### SERVICE LEVEL AGREEMENT BETWEEN UNDP AND MOIA

#### DESCRIPTION OF UNDP COUNTRY OFFICE SUPPORT SERVICES

- Reference is made to consultations between UNDP and the institution designated by the Government of Islamic Republic of Afghanistan with respect to the provision of support services by the UNDP country office for the nationally managed LOTFA Projects with Project ID:.....
- In accordance with the provisions of the letter of agreement signed on ..... and the Project document, the UNDP Country Office shall provide support services for the LOTFA Project on cost recovery basis as described below.

Support services to be provided	Schedule for the provision of the support services	Cost to UNDP of providing such support services (where appropriate)	Amount and method of reimbursement of UNDP (where appropriate)
1. Human Resources Contracting and Administration	As required	Actual cost	Amounts will be deducted from the Project budget on a quarterly semi-annual basis through the GLJE as appropriate
2. Procurement of goods and services			
3. Financial and administrative services			

### Description of functions and responsibilities of the parties involved

#### HUMAN RESOURCES CONTRACTING AND SERVICES

##### Breakdown of Services

- Support to recruitment processes (i.e. posting vacancy announcement, collecting recommendations)
- Assist in contract negotiations and render contract advisory services
- Issuance of contracts ( and contract renewals)
- Provisions of general HR and advisory services

Vacancy announcement and postings (International Advisor, PMU National staff)	HR Associate	
---	--------------	--

Collect and dispatch applications	HR office	As requested in the SOPs
Prepare long-list and short list	HR officer HR Specialist	
Document Interview recommendations	HR Associate HR Officer	
Contract issuance: <ul style="list-style-type: none"> <li>SC for National staff</li> <li>TA/ FT for International staff</li> <li>IC/ RLA for consultants</li> </ul>	HR Associate Procurement Specialist	
Contract Extensions: <ul style="list-style-type: none"> <li>SC</li> <li>TA/ FT</li> <li>IC/ RLA</li> </ul>	HR Associate Procurement Specialist	
Payment of Salaries: <ul style="list-style-type: none"> <li>SC</li> <li>TA/ FT</li> <li>IC/ RLA</li> </ul>	HR Associate Procurement Specialist	
Leave and entitlements managements	Leave Monitor HR Associate	
Performance Management	HR Officer HR Associate	

SOPs attached

## PROCUREMENT SERVICES

Breakdown of Services:

- Review / preparation of solicitation document
- Contracts clearance, contracting
- Contract management

SUPPORT SERVICES	RESPONSIBLE PERSON	TIMEFRAME
Overseas/ Specialized items procurement		
Assist in developing specifications	Procurement Consultant; Procurement Associate	As requested in the SOPs
Clearance of solicitation documents	CO procurement	
Advertising	Procurement Consultant; Procurement Associate	
Bid opening	Bed opening team	
Evaluation and Selection	Evaluation Team	
Clearance of evaluation report and advising senior management accordingly	CO Procurement	
Draft contract	LOTFA Procurement Specialist	
Clearance of Draft Contract	CO Procurement	SOPs attached
Contracting decisions	Senior Management	
Clearance of CAP/ RACP/ ACP Submission	LOTFA Procurement Specialist	
Contract Signature	Senior Management	
Creation of Purchase Orders	Procurement Consultant; Procurement Associate	
Approval of Purchase Orders	OM (< 30,000 USD) Senior Management (>30,000 USD)	
Contract Management	Requesting Unit Procurement Associate	

SUPPORT SERVICE	RESPONSIBLE PERSON	TIMEFRAME
Overseas/ Specialized items procurement		

Assist in developing specifications	Procurement Consultant; Procurement Associate	As specified in the SOPs       SOPs attached
Advertising	Procurement Consultant; Procurement Associate	
Bid opening	Bid Opening Team	
Evaluation and Selection	Evaluation Team	
Contracting decisions	Senior Management	
Contract clearance	Procurement Manager	
Contract Signature	Senior Management	
Creation of Purchase Orders	Procurement Consultant and Procurement Associate	
Approval of Purchase Orders	OM (< 30,000 USD) Senior Management (>30,000 USD)	
Contract Management	Requesting Unit Procurement Associate and Procurement Specialist	

## FINANCIAL AND ADMINISTRATIVE SERVICES

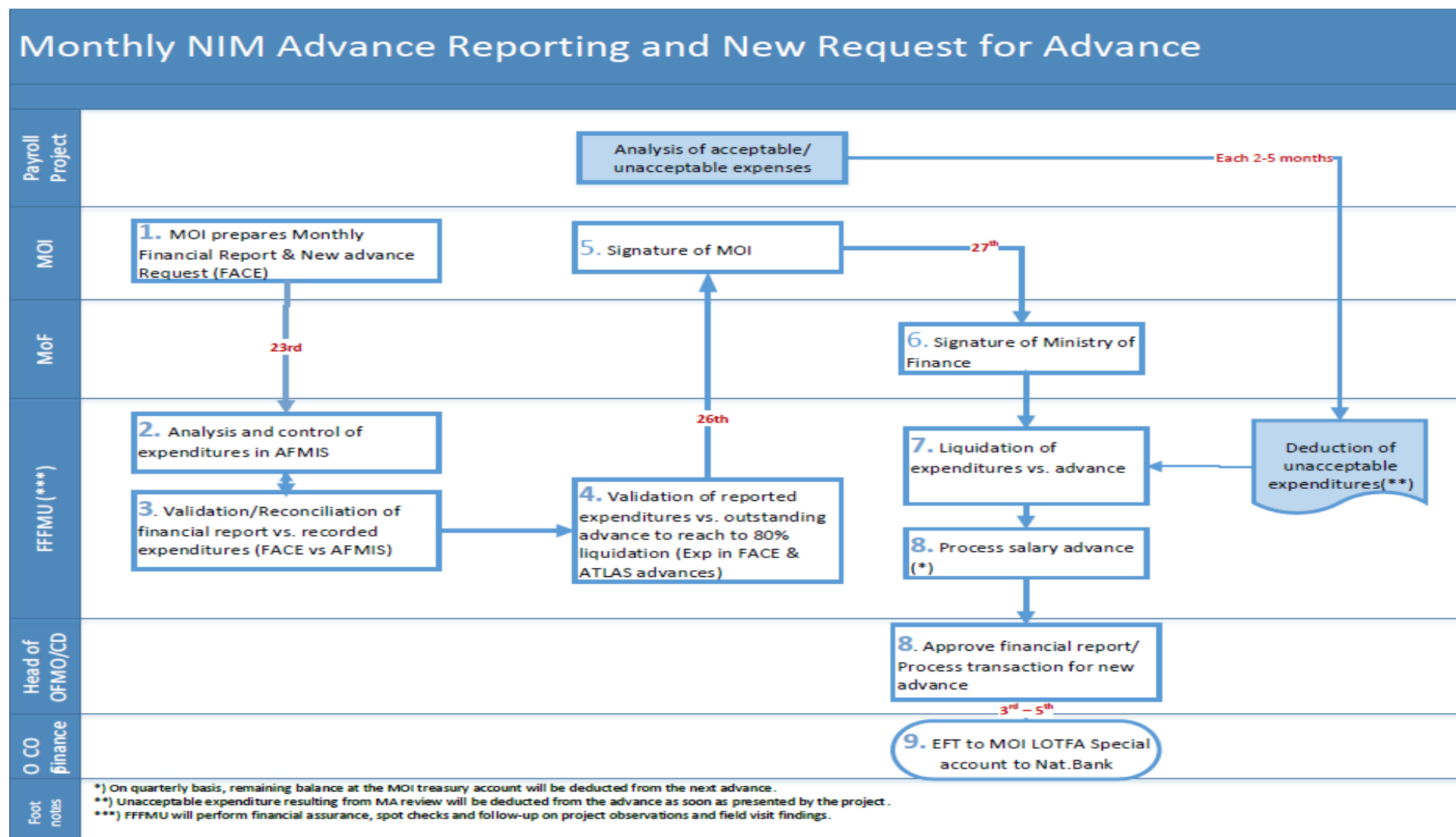
Breakdown of services:

- Payment of invoice to suppliers and vendors;
- Quarterly and Annual Finance Reports;
- Budget Revision;
- General financial technical and advisory services

SUPPORT SERVICE	RESPONSIBLE PERSON	TIMEFRAME (N.B)
PO-based payments to vendor	Finance Associate and Finance Associate	5 working days
Non-PO based payments to vendors	Finance Associate Programme finance Associate	
Budget/ Revisions	Finance Associate Programme finance Associate Programme finance Associate Programme Budget/ Finance Analysis	5 working days
Financial Reports	Finance Associate and Programme Analyst	5 working days

NB. Time counting starts from the time complete documentations/ payment information received by FRMU.

## ANNEX XII. UNDP FIDUCIARY MANAGEMENT: WORKFLOWS ON NIM ADVANCE



## Cash Process – NIM Advance

Phase

