

SUMMARY

Annual Action Programme 2015 (part 2) and 2016 (part 1) in favour of Afghanistan for improving Health and Nutrition through further support to SEHAT and for support to Police Reform to be financed from the general budget of the European Union

Identification

Budget heading	21.020500
Total cost	EUR 134 000 000 of EU contribution Up to DKK 210 000 000 (ca EUR 30 000 000) contribution from the Danish Government for support to Police Reform is expected to be made available via transfer agreement to the EU. The actions are co-financed in joint co-financing by: – USAID for an amount of ca EUR 206 900 000 (USD 227 600 000) for improving Health and Nutrition through further support to SEHAT – Other donors for an amount of ca EUR 690 000 000 for support to Police Reform
Legal basis	Regulation (EU) No 233/2014 of the European Parliament and of the Council of 11 March 2014 establishing a financing instrument for development cooperation for the period 2014-2020

1. Country background

Following a protracted political transition and in the early stages of the “Transformation decade”, Afghanistan faces significant political, security and economic challenges, which require the new administration to urgently assert itself as a credible provider of core public functions in a context of fragility.

The extraordinary increase in access to public health care (since 2002) seems to have plateaued in recent years and, despite the gains, levels of chronic malnutrition remain high and infant under-five and maternal mortality rates are still near the bottom of international tables.

Since 2013, the System Enhancement for Health Action in Transition (SEHAT) programme is working towards a stronger health system progressively adopting a sector- country-wide approach. Under the stewardship of the Ministry of Public Health, in 2015 SEHAT will ensure delivery of health care services to the country's 34 provinces.

Significant security challenges remain as the Afghan National Police and the Afghan National Army took over full responsibility for security from the international coalition forces in 2014. The fragile security situation and the involvement of the Afghan National Police in the counter-insurgency efforts have hampered its transformation into a civilian police force. According to reports and surveys, corruption is a wide-spread ailment undermining trust in and legitimacy of the police force, impeding its effectiveness. The

financial efforts required to reform and sustain the security sector - around 350 000 policemen and women as well as Afghanistan National Army service personnel - are only guaranteed by prolonged external support. Fiscal and political sustainability of the police force will depend on rigorous Public Finance Management (PFM) reforms and human resource development plans.

2. Summary of the Action Programme

1) Background:

The proposed Action Programme is in line with the EU aid effectiveness commitments notably the use of country systems, improving country ownership and leadership, capacity strengthening, predictability of aid, and use of pooled funding mechanisms. The Annual Action Programme 2015 (part 2) foresees support for public health and police reform.

Health and nutrition

The National Unity Government (NUG) has confirmed its key priorities towards improving the health status of the Afghan people as (i) expanding access to basic health services in rural and remote areas, with a focus on nutrition and maternal and child health; (ii) reducing irregularities hampering quality and availability of pharmaceutical drugs in the national market; (iii) improving secondary and tertiary services without diverting resources allocated to primary health care; and (iv) increasing engagement with the private sector.

Police Reform

Unlike previous governments, the NUG has credibly prioritized reform of the Ministry of Interior and its police force. Calling for 'civilianization', the President has decided to appoint external civilians into key positions of the Ministry of Interior in order to increase civilian oversight and leverage reform in the Ministry of Interior's Public Finance Management and general public administration capacities. Besides fighting corruption and pursuing fiscal sustainability of the security sector, the President of Afghanistan has explicitly demanded the police force to shift its focus from militarized counter-insurgency efforts towards the civilian aspects of policing in order to protect citizens' rights, hone state legitimacy and consistently enforce the rule of law.

2) Cooperation related policy of beneficiary country

Health and nutrition

The Basic Package of Health Services (BPHS, 2003 and updated in 2010) and the Essential Package of Health Services (EPHS, 2005) continue to be the main tools to ensure and expand standard and harmonised delivery of basic health services to the population throughout the country. These build upon and are complemented by the "Health for All Afghans" National Priority Programme, the Health and Nutrition Sector Strategy and the National Health and Nutrition Policy 2012 – 2020. The Strategic Plan for the Ministry of Public Health 2016-2020 is under preparation based on the findings of an EU funded Joint Health Sector Review (JHSR) and on the recommendations of the SEHAT Health Sector Implementation Support Mission fielded by the World Bank in March 2015. The active engagement of the Ministry in the JHSR and the SEHAT Mission suggest a high level of commitment from the new administration to sustain past gains and push further ahead positive progress made to date.

Police Reform

Police development is a central element of Afghanistan's national development frameworks, related international commitments including to the principles of aid effectiveness of Paris, Accra, Rome and Busan (New Deal for engagement in fragile states) as well as economic development and fiscal sustainability.

The priority for the EU's engagement in this sector is to support the Government of Afghanistan in sustaining and further developing an efficient and effective professional Afghan National Police that delivers essential services to the Afghan people eventually achieving a rule of law based civilian police force at the service of its citizens.

3) Coherence with the programming documents:

The proposed actions are in line with points 3.2. and 3.3. of the EU-Afghanistan Multiannual Indicative Programme for the period of 2014-2020.

4) Identified actions:

Health and nutrition

With the overall objective of supporting the Government of Afghanistan towards the sustainable improvement of the health and nutrition status of the Afghan population, the proposed intervention aims at continued support to the SEHAT programme expanding the scope, quality and coverage of health services provided to the population, particularly to the more vulnerable groups, and to enhance the stewardship functions of the Ministry of Public Health.

Police Reform

With the overall objective to contribute to stabilize and improve the security situation through an effective police force and to increase the enforcement of law and order through strengthened justice sector institutions, the proposed action aims at enabling the Afghan National Police to effectively and efficiently perform its tasks, specifically in its civilian policing mandate.

5) Expected results:

Health and nutrition

The proposed action will contribute towards poverty reduction through better quality of health services and improved nutrition status of the population (MDG 4 and 5). Special attention is given to gender equality as an essential cross-cutting issue throughout the action. The action is expected to strengthen the stewardship capacity of the Ministry of Public Health to ensure that the Afghan population maintains or gains access to the Basic Package of Health Services and the Essential Package of Hospital Services. Moreover, the Ministry's capacity to manage and oversee the SEHAT will be strengthened.

Police reform

The proposed action is expected to contribute to the achievement of the New Deal peace-building and state-building Goals (2) to establish and strengthen people's security and (3) to address injustice and increase people's access to justice. To that effect Payroll management will be improved (Result 1) and the Ministry of Interior capacity to lead and manage reforms towards police professionalization, including internal control and accountability mechanisms for administration, will be strengthened (Result 2). Addressing and improving the situation of female police and Ministry of Interior staff is a priority and empowering the Afghanistan National Police to react more effectively to Gender Based Violence (GBV) are

priorities; anti-corruption and transparent management of public finance, human rights and rule of law and counter-narcotics are critical cross-cutting issues.

6) Past EU assistance and lessons learnt:

Health and nutrition

SEHAT has been confirmed as the key health programme in Afghanistan and is increasingly referred to as an example of good practice for other development areas, particularly in ensuring ownership and government-led donor coordination. However, a number of key limitations have become evident. Going forward, a strong leadership from the Ministry of Public Health is key to ensure cross-department, sector-wide and institutional coherence. The programme will further address current difficulties such as the need for better access to quality drugs in the local markets and improved methods to hire and retain qualified health professionals, which continue to be a limiting factor, in remote areas.

Police Reform

National ownership is the key factor for the success of security sector reform processes. In this regard, the expressed strong leadership of the NUG in reforming the Ministry of Interior and in developing the Afghanistan National Police as well as the establishment of a transition team to guide this process on a day-to-day basis is encouraging. The phased transition process combined with specific targets and benchmarks to guide ministerial reform seems a solid framework for policy dialogue and monitoring and for providing an incentive to gradual transition from the UNDP administered Law and Order [multi-donor] Trust Fund (LOTFA) to more Afghan ownership.

The context of the international military draw-down provides an opportunity to focus on the relevant institutional systems, processes and procedures through a more tailored capacity-development approach.

Donors' high level of pressure to enact full transparency and accountability on expenditures, to increase the reliability and accuracy of the Afghan National Police (ANP) payroll, addressing key issues in the administration and oversight, and to identify residual risks has proven constructive. Donors feel assured that the UNDP administered LOTFA has effectively identified risks and made considerable progress in addressing them.

7) Complementary actions/donor coordination:

Health and nutrition

Building on past experience, the proposed action ensures continued EU support to SEHAT, started in 2013, and to basic health services, dating back to 2002. SEHAT pools funds from the WB, USAID and the Government of Afghanistan and ensures Government-led sector donor coordination.

The EU further supports (i) training of mental health and disability/rehabilitation professionals, to fill existing vacant BPHS/EPHS positions, (ii) nutrition services in-service training and curricula development, (iii) technical cooperation in support of the Ministry of Public Health capacity to steer and manage the provision of preventive and curative health services and the Afghan public health system. The EU is phasing out traditional technical assistance, replacing it by short-term expertise in key areas while ensuring the respective functions (and capacities) are absorbed by the public administration.

Police Reform

The foreseen action builds on more than ten years of EU engagement in the area of policing and rule of law with an investment of EUR 441 million in commitments to the Law and Order Trust Fund for Afghanistan (LOTFA) alone. It is embedded in a context of complementarity within the security sector and respective EU engagement, for example, in the justice sector, anti-corruption efforts and civil society activities. The action complements the Common Security and Defence Policy (CSDP) Mission EUPOL.

The lack of effective coordination is one of the most common criticisms of police support in Afghanistan. To improve coordination and ensure national ownership, the new government has already expressed its intention to 'Afghanize' coordination of international support with clearly assigned roles and responsibilities.

3. Communication and visibility

Visibility of the EU contributions will be in line with the Communication and Visibility Manual for EU External Actions (http://ec.europa.eu/europeaid/work/visibility/index_en.htm), the "Joint Visibility Guidelines for EU-UN Actions in the Field" and the "Framework agreement between the EC and the World Bank" (re article 8 "Visibility and Participation")

4. Cost and financing

Improving Health and Nutrition in Afghanistan through further support to SEHAT	EUR 43 million
Support to Police Reform in Afghanistan	EUR 91 million
Total EU contribution to the programme	EUR 134 million

The contribution of the European Union to be financed from budget line Article 21 02 15 of the general budget of the European Union for 2015 is set at EUR 72 417 199

The contribution of the European Union to be financed from budget line Article 21 02 15 of the general budget of the European Union for 2016 is set at EUR 61 582 801

The Committee is invited to give its opinion on the attached Annual Action Programme 2015 (2nd part) in favour of Afghanistan.



This action is funded by the European Union

ANNEX 1

of the Commission Implementing Decision on the Annual Action Programme 2015 (part 2)
in favour of Afghanistan

Action Document for Improving Health and Nutrition in Afghanistan through further support to SEHAT

1. Title/basic act/ CRIS number	Improving Health and Nutrition in Afghanistan through further support to SEHAT / CRIS number: DCI-ASIE/2015/37959 financed under Development Cooperation Instrument			
2. Zone benefiting from the action/location	Asia, Afghanistan The action shall be carried out at the following location: country-wide with implementation coordinated from Kabul.			
3. Programming document	EU-Afghanistan Multiannual Indicative Programme 2014-2020.			
4. Sector of concentration/ thematic area	Health and Nutrition			
5. Amounts concerned	Total estimated cost: Ca EUR 249 900 0001 Total amount of EU budget contribution: EUR 43 000 000 This action is co-financed in joint co-financing by: USAID for an amount of Ca EUR 206 900 000 (USD 227 600 000)			
6. Aid modality(ies) and implementation modality(ies)	Project Modality Indirect management with World Bank			
7. DAC code(s)	12220 – Basic Health Care			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	x	<input type="checkbox"/>
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	x	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born	<input type="checkbox"/>	<input type="checkbox"/>	x

¹ InforEuro EUR/USD exchange rate of May 2015 (1.1002).

	and child health			
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	x	<input type="checkbox"/>	<input type="checkbox"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	N / A			

SUMMARY

This Action aims at continuing EU support to the Health Sector in Afghanistan and is closely aligned with the Objectives and Results outlined under Sector 2 of the EU-Afghanistan Multiannual Indicative Programme 2014-2020. In line with EU aid effectiveness commitments and with the Tokyo Mutual Accountability Framework, since 2013 most of the EU support for health has been channelled through the World Bank (WB) administered by the Afghanistan Reconstruction Trust Fund (ARTF), to the System Enhancement for Health Action in Transition programme (SEHAT). SEHAT represents an important step towards a sector wide approach and the Ministry of Public Health is managing the programme and leading donor coordination. As of July 2015, the programme will become nationwide in scope, ensuring health service delivery to all 34 Afghan provinces.

A Joint Health Sector Review (JHSR) funded by the EU and a Health Sector Implementation Support Mission of the WB, both conducted during the first quarter of 2015, have reiterated the relevance of this programme. The new leadership of the Ministry of Public Health has also strongly confirmed its commitment to the programme as scheduled until 2018.

Activities under Result 1 of this Action (Component 1 of SEHAT) aim at assisting the Ministry of Public Health in the procurement, management and monitoring of contracts with health service providers. This will, in turn, allow uninterrupted service provision across the country. Activities under Result 2 (Component 2 of SEHAT) aim at supporting reform and capacity building interventions in key health system areas (e.g. strengthening sub-national government, ensuring quality pharmaceuticals, improving hospital performance, improving fiduciary systems, etc.), with the objective of increasing the long term ability of the Ministry to manage a functioning health sector. Finally, Result 3 (Component 3 of SEHAT) aims at strengthening the Ministry's institutional capacity (human and financial resources) and particularly SEHAT management.

A successful management of the programme (R3), combined with key reforms capacity building (R2) and effective delivery of services (R1), is expected to expand the scope, quality and coverage of health services provided to the population, particularly the most vulnerable people, and to enhance the stewardship functions of the Ministry of Public Health (SO). While sustaining past gains, the current action will ensure further development of the sector towards sustainably improving the health and nutrition status of the Afghan population (OO).

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

In these early stages of the Transformation decade, Afghanistan faces significant political, security and economic challenges, which require the new administration to urgently assert itself as a credible provider of State core functions in a context of fragility. The ability of the new Government to overcome those challenges will largely determine the future stability and prosperity of the country. The new President has already delivered on key promises (bilateral security agreement, Kabul Bank case) and outlined an ambitious reform agenda at the London Conference in December 2014, while also asserting leadership vis-à-vis the international community's engagement in Afghanistan. This encouraging drive for more ownership and ambitious reform requires sustained and flexible support from the international community, in line with the principles and commitments outlined in the Tokyo Mutual Accountability Framework (TMAF). The credibility and success of the political, security and economic transition depends on strengthening democratic and accountable governance in Afghanistan at all levels: a long-term endeavour.

The protracted electoral process in 2014 and delays in nominating a new Cabinet (finally appointed in April 2015) have significantly slowed down policy work and decision making in all sectors, including Health. While service delivery to the population has continued without interruption, systematic sector challenges identified in the past remain valid and unresolved. Prominently, access to health care remains hindered by insecurity and the scarcity of health professionals, especially female and in remote areas. The extraordinary increase in access achieved since 2002 seems to have plateaued in recent years, as well as progress on a number of other key health indicators. As a consequence, health indicators continue to be near the bottom of international tables, with low life expectancy and high infant under-five and maternal mortality, as well as a high prevalence of chronic malnutrition, micronutrient deficiency and other diseases.

In the course of 2014 and first part of 2015, necessary procedures for the expansion of SEHAT to the whole country took place. From 1st July 2015, provinces previously covered by USAID are expected to pass under the umbrella of SEHAT. The government still does not have the capacity to directly provide health services to the whole population, while NGOs can rely on years of experience, capillary access to provinces and acceptance by the communities, also thanks to their increasing "Afghanisation". For these reasons, contracting out to NGOs will remain, at least until 2018, the method of choice for delivery of health services, with the Ministry of Public Health providing direct services (*contracting in*) only in three provinces², in addition to overall stewardship for the sector.

1.1.1 Public Policy Assessment and EU Policy Framework

Following his appointment in January 2015, the new Minister of Public Health spelled out the key priorities for his mandate: 1. expanding access to basic health services in rural and remote areas, especially in the fields of nutrition and maternal and child health; 2. reducing irregularities in the private market, with specific attention to the quality and availability of pharmaceutical drugs; 3. improving secondary and tertiary services (without diverting resources from the provision of primary health services); and 4. increasing engagement with

² Under a system known as the Ministry of Public Health "Strengthening Mechanisms" (SM), also funded through SEHAT.

the private sector. The renewed attention towards these critical areas has been welcomed by development partners. These priorities do not represent a significant departure from past policies and are in line with those identified in the Multiannual Indicative Programme 2014-2020 and in the Annual Action Programme 2014. The Health National Priority Programme “Health for all Afghans”, the Health and Nutrition Sector Strategy (HNSS) and the National Health and Nutrition Policy 2012 – 2020 remain reference documents for the sector, as well as the Strategic Plan for the Ministry of Public Health 2011 – 2015. The long established Basic Package of Health Services (BPHS, as updated in 2010) and Essential Package of Health Services (EPHS, 2005) will continue to be the main tools to ensure standard and harmonised delivery of basic health services to the population throughout the country.

A new Strategic Plan for the Ministry of Public Health (2016 – 2020) is under preparation and will be based on the findings of an EU funded Joint Health Sector Review (JHSR)³. Preliminary data from the JHSR and the findings of the SEHAT Health Sector Implementation Support Mission fielded by the WB in March 2015 highlight a number of significant gaps in the Afghan health system, but also suggest a way forward to address them. Active engagement from the Ministry in the JHSR and the SEHAT Mission suggests a high level of commitment from the new administration and a credible intention to sustain past gains and push further ahead with the positive progress made to date.

This Action is consistent with the Multiannual Indicative Programme 2014-2020 and in line with the EU policies and strategies, prominently the Agenda for Change. The Action is also in line with EU's international commitments, including the Global Partnership for Effective Development Cooperation and the achievement of the Millennium Development Goals. In line with EU's commitments under TMAF, the action is on budget and fully aligned with the Government's strategic priorities and plans.

1.1.2 Stakeholder analysis

The final beneficiary of the Action is the Afghan population, who will benefit from the continued provision of BPHS and EPHS (Result 1) and indirectly from a more efficient and effective public health system (Results 2 and 3). The nature of the packages will in fact benefit the most those groups that are more vulnerable, e.g. women and children, the economically disadvantaged, those at risk of contracting HIV/AIDS and nomadic populations.

The Ministry of Public Health is both a stakeholder (Results 1) and a beneficiary of the Action (Results 2 and 3). It is a key actor in programme oversight, management and implementation. As the steward and policy maker of the health sector, its relevance spans well beyond the limits of the Action. The Ministry also effectively leads coordination with Development Partners. Policy dialogue is well developed and the EU and other key partners are constantly involved in the process of policy making, on a biweekly to monthly basis.

The WB, as administrator of the Afghan Reconstruction Trust Fund, under which SEHAT takes place, also plays a pivotal role, not the least due to its long experience in the Afghan health sector.

³ Under finalisation, should be available in May-June 2015

USAID has officially joined SEHAT with a foreseen amount of USD 248 000 000 (ca. EUR 228 670 000⁴), making SEHAT a truly nation-wide programme. High levels of coordination exist between the WB, USAID and the EU.

NGOs delivering services are key stakeholders with a fundamental role in the success of the programme, as they ensure access to the population despite the security situation in the country. Following SEHAT competitive procurement process, both well-established international NGOs and local NGOs have been awarded contracts. Levels of performance are expected to vary and monitoring is in place to ensure quality services are delivered and unforeseen issues tackled proactively. Contracts with implementing NGOs are performance based, with 20% of payments based on results assessed by a third party monitoring agent.

National and international NGOs were involved in the design and update of the BPHS and EPHS and are regularly consulted during the yearly SEHAT Health Sector Implementation Support Mission. The EU is part of all the relevant fora steering the health sector and SEHAT.

Other key stakeholders include development partners (France, Canada, WHO, UNICEF, UNFPA) which, while not directly funding SEHAT, provide funds and expertise for health interventions and are actively involved in coordination fora. Such fora are a critical asset to ensure coherence of activities within the sector.

1.1.3 Priority areas for support/problem analysis

The National Risk and Vulnerability Assessment 2011-2012 (NRVA 2011-12) estimates at 88% the percentage of the rural population with access to health services, defined as living within two hours walk from a Health Post⁵. This goes down to 82.7% if public clinics, rather than Health Posts, are considered. The same survey found that only 52% of public clinics below the District Hospital level have female doctors: given the country cultural context, this significantly hampers the access of women to health care. The cost of transportation and the need to travel further limits access of vulnerable groups to services.

Expanding coverage has been identified as a key priority in national policies as well as by the new Minister and is a shared concern among development partners. At the request of the new Minister, the WB has recently identified factors limiting access as related to: a. service delivery (opening time of facilities, insufficient targeting of men, availability of information, quality of services), b. geographic conditions (remoteness, insecurity), c. socio-cultural barriers (awareness of health issues, health seeking behaviour), and d. programmatic issues (underperforming of some key health programmes). Potential interventions to address these constraints are currently under discussion.

Recent data provided by the Ministry of Public Health⁶ indicates that a number of key health indicators appear to be stagnating around 2013 levels. For example, First Ante Natal Care Visits have remained between 60 and 65% in the period January 2013 – December 2014, while in the same period Skilled Birth Attendance and PENTA3 vaccination have only marginally improved. Political instability and the deteriorating security situation, but also

⁴ InforEuro exchange rate of April 2015 (1.0845)

⁵ Health posts are manned by community health workers, i.e. volunteers from the community that have received basic health training.

⁶ Data are from the Health Information and Management System of the Ministry, as presented in the *Joint Health Sector Review* draft (April 2015) and in the *Afghanistan: Health Sector Implementation Support Mission – Aid Memoire* draft (April 2015)

weak oversight of the Ministry over NGOs' performance, were identified as possible explanations.

Additional recognised critical areas in the sector include (i) child and maternal malnutrition, (ii) training and retention of professional health staff (especially female), (iii) weak referral system, (iv) rationalisation of health facilities, (v) regulation of the pharmaceutical sector, (vi) quality of secondary and tertiary care (including care for disabled and mentally ill), the still (vii) high prevalence of communicable diseases and the emerging burden of (viii) non-communicable diseases.

Some of these issues are addressed by the ten key thematic areas under Component 2 of SEHAT (e.g. regulation of pharmaceuticals sector, improving hospital performances and promoting behavioural change) but delays in the implementation of this Component have so far impeded progress.

During the recent WB Mission, the Ministry and development partners agreed on the central role of SEHAT in delivering health services to the population and in strengthening the system, but also recognised current limitations and agreed on corrective actions.⁷ These actions will be in addition to a review of BPHS/EPHS (foreseen for 2016) and to key off budget complementary interventions (cf. Section 3.2 of this AD).

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Increased insecurity further limits access to specific areas.	H	A crosscutting risk to all sectors. Delivery by NGOs (rather than government) ensures greater access to areas registering presence of Anti-Government elements. Increased use/empowerment of Community Health Workers or private sector under discussion.
Underbidding during procurement process impedes proper quality service delivery by NGOs.	H	Efforts ongoing to increase the capacity of implementing NGOs' staff, e.g. specific nutrition training for NGOs health staff. A third party monitoring agent has been hired to closely monitor performance. Performance based payment system in place for NGOs' contracts.
Disruption of service delivery in "new" provinces due to transition from USAID funding to SEHAT.	M	The WB, USAID and EU follow closely the procurement process and provided TA to ensure timely completion. The Ministry is committed to ensure timeliness.

⁷ DRAFT: *Afghanistan: Health Sector Implementation Support Mission – Aid Memoire*, World Bank, April 2015

Weak capacity of the Ministry to present viable proposals for all ten thematic areas of SEHAT undermines progress in system strengthening.	M	Director Generals of Ministry of Public Health identified as focal point for each key area. New priorities and timeline agreed. New Minister made aware and committed. Additional WB support to be provided.
Corruption, fraud or mismanagement cases may cause disruption to service provision.	L	Fiduciary oversight of the WB; complaints mechanism in place; PFM programme ongoing; WB only reimburses certified expenditure.
Assumptions		
<ul style="list-style-type: none"> – Funds availability until end of programme in 2018, as per WB, USAID and EU pledges. – Development partners and Ministry of Public Health agree on measures to increase access and quality of services and adjust SEHAT accordingly. – SEHAT interim arrangements and timely implementation of the Capacity Building for Results Facility allow retention of key staffs by the Ministry after end of off budget TA programmes. 		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

SEHAT has been confirmed as the key health programme in Afghanistan and is increasingly mentioned as a good practice in other development areas, especially with reference to ownership and government-led donor coordination. However, as the programme advances in its implementation, a number of key limitations have also become evident.

The Ministry has yet to finalise proposals for activities under Component 2 of SEHAT. Strong leadership from the top of the Ministry of Public Health is necessary to ensure coherence of the proposals and a programmatic approach, rather than a project like approach by different departments along thematic areas. It is expected that the new leadership, which renewed the Ministry's commitment to successfully and promptly finalise this process, will be able to ensure the required quality and coherence of the proposals.

The capacity of the Ministry to procure and manage contracts with NGOs has shown improvements, particularly in terms of respecting the timelines for contracting and for payment of tranches to NGOs. The presence of international TA, while ensuring capacity building, was appreciated by the Ministry staff as a way to guarantee a more transparent process.

The design of the rules governing the procurement process needs to be revised to account for bidder's past performance and to mitigate attempts to undermine the integrity of the competitive process through bids below-cost.

The quality of drugs in the local markets is substandard and international markets are often times beyond reach particularly for some smaller NGOs. Discussions are ongoing to address this situation and agreement is slowly converging on a hybrid arrangement including a centralised system for drugs to be procured internationally and decentralised (by NGOs) procurement for drugs that are available with the necessary quality in the local market.

Delivery of nutrition services needs strengthening. To this end, the SEHAT document will be amended to include additional nutritional related activities (to be funded by the EU under the AAP 2014).

Difficulties to hire and retain qualified health professionals for remote areas continue to be a limiting factor. The EU has experimented through some off budget initiatives (e.g. training of psychosocial counsellors) community based recruitment systems, which aim at identifying potential candidates for long term training within the district where they will eventually work. This has brought positive results to date and needs to be explored further, potentially also in the context of SEHAT.

The use of Technical Assistance (TA) was discussed with the MoPH and the development partners during 2014 and the first part of 2015, especially since the nomination of the new Minister of Public Health. The WB, USAID and the EU have agreed to align as much as possible TA salaries to the nationally approved scales. The EU and WB are well advanced towards that goal and recently USAID has also started to converge. The issue was also raised in the May Health Development Partners Forum and partners were asked to align. The need to avoid substitution and reinforce capacity building activities has been recognised by all parties, foremost by the Ministry, although reality on the ground makes the use of long term TA still a necessity. The design of current EU TC in the sector has been recently reviewed together with the leadership of the Ministry of Public Health and changes agreed to increase its impact and ensure an effective phasing out.

3.2 Complementarity, synergy and donor coordination

This action continues ongoing EU support to SEHAT, started in 2013, and to basic health services, dating back to 2002. As mentioned, SEHAT also pools funds from the WB, USAID and the Government of Afghanistan.

The EU supports several complementary actions in the sector. These include:

- training of professionals in the fields of mental health and disability / rehabilitation to fill existing vacant BPHS/EPHS positions;⁸
- improvement of service delivery in the area of nutrition, with extra support under the AAP 2014 aimed at reinforcing SEHAT: (i) in-service nutrition training to SEHAT implementing NGOs in nine provinces (UNICEF and INGOs will deliver the same training to the other provinces); (ii) support for curricula development through technical cooperation to the Kabul Medical University and the Ghazanfar Institute for Health Science, to ensure nutrition becomes part of the available health curricula in Afghanistan (iii) creation of an Innovation Fund under SEHAT; (iv) support to the South Asia Food and Nutrition Security Initiative, which enables stakeholder platforms with the purpose to operationalise cross-sectoral food and nutrition-related policies and investments.
- studies, including the JHSR but also research on nutrition gaps within BPHS, complementary feeding practices, mental health status of Afghan school students and factors associated with high incidence and frequent outbreak of measles. These studies

⁸ The Ministry of Public Health estimates that around 220 new psychosocial counsellors are needed to fill existing positions, while around 775 phisitherapist will be needed in the country in the next 10 years.

will inform the future update of BPHS, EPHS and hence SEHAT and in general the sector policy making;

- production of health professional magazines, which continues to contribute to spread the latest health information and developments among health staff across the country;
- the “Technical Cooperation Program to the Ministry of Public Health”, which aims at strengthening the capacity of the Ministry to steer and manage the provision of preventive and curative health services and the development of the Afghan public health system. Starting in 2016, this will be replaced by a new project adopted under the AAP 2014. This, while ensuring continuity of EU support to institutional capacity building, will continue the phase out of traditional technical assistance provided by long-term consultants, by ensuring the respective functions (and capacities) are absorbed by the public administration and providing short term expertise in key areas, reducing the risk of substitution. EU Technical Cooperation (TC) is complemented by assistance provided by other donors, mainly the USAID and the World Bank, but also by UN agencies supporting long and short term consultants.

The ARTF's Capacity Building for Results Facility (CBRF), to which EU is contributing ca EUR 40 million (2012 - 2015) , aims at increasing government capacity to support improved service delivery and reduce reliance upon externally funded consultants. The programme has been underperforming and is currently under review, but it remains key to improve the managerial and governance functions of the Ministry and to help it retain its best staff. The current administration sees this programme as a top priority to ensure development of the Afghan public administration towards self-reliance.

Other major activities in the field of health and nutrition include USAID funded programmes in nutrition (off budget); DFATD funded Maternal and New Born Child Health programmes; ECHO works in support to mainstream emergency care and war surgery in health facilities and strengthens Emergency Preparedness and Response; GAVI Alliance support to immunisation and system strengthening; and Global Fund actions in HIV/AIDS, TB and malaria through the WHO and UNICEF.

Coordination mechanisms have remained stable in the last year. In the course of 2014, the EU and WHO have been nominated co-chairs of the Health Development Partners Coordination Forum, which meets monthly. In the humanitarian field the coordination is led by OCHA, while additional coordination takes place through the Health, Nutrition and Food Security Clusters. SEHAT donors (EU, USAID and WB) continue to meet regularly to ensure the coherence of supported actions outside SEHAT, alignment with the sector strategy and to share information on SEHAT implementation.

An Aid Coordination Unit chaired by the Minister of Public Health and three sub-committees chaired by the three Deputy Ministers complete the coordination system. The new Minister has announced modifications in the intra-ministerial, development partners and internal coordination mechanisms, but changes have yet to be implemented.

3.3 Cross-cutting issues

Travel restrictions and a lack of female staff severely hamper female access to health. The BPHS and EPHS have greatly contributed to increasing access, especially for women, by bringing health services closer to communities and reducing the number of health facilities without female staff. Significant improvement in the coverage of reproductive and child health services as well as a drop in maternal and child mortality since 2002 confirm the

relevance of the packages' design, which is geared towards serving the needs of women and children. Moreover, the recently conducted JHSR found that public facilities are the providers of choice for the health care of children.

The SEHAT programme includes a number of indicators focusing on services to women and children. In addition, during the latest WB's SEHAT Health Sector Implementation Support Mission, the EU specifically requested to include in all proposals under Component 2 of SEHAT gender sensitive and gender disaggregated indicators; this was endorsed by the Minister and other partners. Finally, the WB has recently added gender indicators in the overall ARTF monitoring framework. This gender focus is aligned with the Ministry of Public Health Gender Strategy 2012-2016.

In the assessment of the WB, activities under SEHAT (including minor civil works) are not expected to cause any significant negative environmental or social impact. The recent SEHAT mission of the WB "*commended the MoH [Ministry of Public Health]'s efforts in terms of revising the HCWMP [Health Care Waste Management Plan]. A focal point has been also designated for health care waste management in the Environmental Health Department. BPHS/EPHS NGOs and MOH-SM [Strengthening Mechanism] are responsible for the proper implementation of waste management at health facility levels.*"⁹ A number of actions to ensure proper implementation and monitoring of the plan were also agreed during the Mission.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

Overall Objective: to continue supporting the Government of Afghanistan towards the sustainable improvement of the health and nutritional status of the Afghan population.

Specific objective: in line with SEHAT project document, the Specific Objective of this Action is to expand the scope, quality and coverage of health services provided to the population, particularly to the economically disadvantaged, and to enhance the stewardship functions of the Ministry of Public Health.

Results of the Action follow closely the three components of SEHAT:

Result 1: the Afghan population maintains or gains access to the Basic Package of Health Services and the Essential Package of Hospital Services.

Result 2: the stewardship capacity of the Ministry of Public Health is increased and the national health system developed.

Result 3: the programme management capacity of the Ministry of Public Health is strengthened.

4.2 Main activities

Activity 1.1: procurement and management of contracts with implementing NGOs delivering the BPHS and EPHS.

Activity 1.2: support the government's efforts delivering the BPHS and EPHS through contracting-in management services in designated provinces, the implementation of an urban

⁹ DRAFT: *Afghanistan: Health Sector Implementation Support Mission – Aid Memoire*, World Bank, April 2015

version of the BPHS in Kabul (and possibly in other cities) and the delivery of BPHS to marginalised populations.

Activity 1.3: support to HIV/AIDS prevention services for targeted population sub-groups at elevated risk for HIV infection.

Activity 2.1: support the development of proposals for the strengthening of key health system areas, as identified by the SEHAT project document and subsequent amendments, and their implementation.¹⁰

Activity 3.1: support and finance central and provincial management of the Ministry of Public Health to manage and implement the program effectively.

Activity 3.2: support and finance short term technical assistance in specific areas where immediate capacity development is required.

Activity 3.3: support minor civil works at the central Ministry of Public Health as well as some specific operation and maintenance costs.

4.3 Intervention logic

The choice to shift EU involvement in health from direct management to support to a nation-wide, government owned and managed on-budget programme is coherent with EU commitments to aid effectiveness, with its commitments under TMAF and with the need to rationalise an oversized and fragmented portfolio of contracts. While the aid modality has changed, the substance of EU intervention (support to BPHS and EPHS) has not: the significant progress achieved in the sector since 2002, including the great reduction in maternal and child mortality,¹¹ has confirmed its relevance, although adjustments are necessary to leverage what was achieved to date.

The three Components of SEHAT reflect three areas in which the EU has been historically present: health service delivery, technical assistance to the Ministry of Public Health for system strengthening and capacity building of the Ministry's staff. Weak public administration capacity led to delays in the implementation of Component 2 and made necessary the continuation of direct management of TC projects by the EU as well as other donors. However, the renewed impetus behind the implementation of that Component is a good step toward overcoming this situation.

Activities under Result 1 aim at assisting the Ministry in the procurement, management and monitoring of contracts with service providers. This will, in turn, allow the uninterrupted continuation of service provision across the country (R1), assuming a further deterioration of the security situation does not preclude access to larger areas of the country and that NGOs are able to provide quality services notwithstanding some capacity and financial limitations.

Activities under Result 2 aim at supporting reform and capacity building interventions in key health system areas, with the objective of increasing the long term ability of the Ministry to

¹⁰ The Ministry of Public Health is in charge of developing a proposal for strengthening the health system for each of 10 key thematic areas. This activity has suffered delays and the WB and development partners are providing assistance to ensure the successful development of the proposals.

¹¹ Infant Mortality Rate decreased from 165 to 48 deaths per 1,000 live births from 2002 to date (source: MICS 2002 and NRVA 2011/12); a comparable reduction has been witnessed in the mortality of children under five years of age. Maternal mortality decreased from an estimated 1,600 maternal deaths per 100,000 in 2002 to less than 350 in 2010 (source: Afghan Mortality Survey 2010).

manage a functioning health sector (R2). This will be possible under the assumption that development of the ten thematic proposals is successfully completed and implementation can start without further delays.

Finally, Result 3 aims at providing increased capacity and financing for the management of a programme, SEHAT, which due to its financial size and geographical coverage represent an unprecedented challenge for the Ministry.

A successful management of the programme (R3), combined with key reforms and capacity building (R2) and effective delivery of services (R1), is expected to expand the scope, quality and coverage of health services provided to the population, particularly to the economically disadvantaged, and to enhance the stewardship functions of the Ministry of Public Health (SO). This, in turn, shall ensure further gains can be achieved towards sustainably improving the health and nutrition status of the Afghan population (OO).

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.1 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

5.3 Implementation modalities

5.3.1 Indirect management with an international organisation.

This action may be implemented in indirect management with the World Bank in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation entails the activities described in section 4.2. This implementation is justified because of the experience of the World Bank in the country and health sector. The WB is moreover the administrator of the ARTF, under which SEHAT is funded, and has demonstrated to be able to provide this set of activities through the Trust Fund, which ensures coherence of approach and Ministry's ownership, as well as donor coordination.

The entrusted entity would carry out the following budget-implementation tasks: launching calls for tenders and for proposals; defining eligibility, selection and award criteria; evaluating tenders and proposals; awarding grants, contracts and financial instruments; acting as contracting authority concluding and managing contracts, carrying out payments.

The entrusted international organisation is currently undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. The Commission's

authorising officer responsible deems that, based on the compliance with the ex-ante assessment based on Regulation (EU, Euratom) No 1605/2002 and long-lasting problem-free cooperation, the international organisation can be entrusted with budget-implementation tasks under indirect management.

5.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.5 Indicative budget

	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
5.3.1. – Indirect Management with the World Bank	43 000 000	206 900 000 EUR
5.8 – Evaluation 5.9 – Audit	will be covered by another decision	N.A.
5.10 – Communication and visibility	N.A.	N.A.
Totals	43 000 000	206 900 000 EUR

5.6 Organisational set-up and responsibilities

The Ministry of Public Health has overall responsibility for project oversight and implementation, including procurement and contract management for NGO services, under the supervision and in line with the procurement rules of the WB. During the last SEHAT mission of the WB, it was agreed that in consideration of the size and new nation-wide scope of SEHAT, the Minister of Public Health will be the coordinator of the project (previously the Deputy Minister for Policy and Planning); he may delegate this function to another high level official.

The relevant General Director will take the lead of each of the ten thematic areas proposals under Component 2 of SEHAT, while actual health services will be delivered through contracted NGOs or through civil servants (for the three "contracted-in" provinces, aka "Strengthening Mechanism" provinces).

The Steering Committee created for the design of SEHAT was subsequently suppressed and steering of the programme took place through the Sub-Committee for Policy and Planning. It is expected that steering responsibilities will soon pass to the Coordination Group for Health

and Nutrition, a new decision making forum that will replace the Sub-Committee, will be chaired by the Minister and will include major development partners.

In addition to formal mechanisms, the EU, WB and USAID have been and will continue meeting on a need basis (in average every two weeks) to discuss programme implementation and agree on common positions to be communicated to the Ministry.

5.7 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) or the list of result indicators (for budget support). The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.8 Evaluation

Having regard to the importance of the action, a final or ex-post evaluation will be carried out for this action or its components by the implementing partner.

It will be carried out for accountability and learning purposes at various levels (including for policy revision).

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

5.9 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

5.10 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.5 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

APPENDIX - INDICATIVE LOGFRAME MATRIX^{12 13}

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for listing the activities as well as new columns for intermediary targets (milestones) when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

	Intervention logic	Indicators	Baselines (incl. reference year)	Targets¹⁴ (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To continue supporting the Government of Afghanistan towards the sustainable improvement of the health and nutrition status of the Afghan population.	Score on the balanced scorecard examining quality of care in Sub-Centres, Basic Health Centres and Comprehensive Health Centres	61% (2011 BPHS BSC)	70%	Balance Scorecard, Health facility assessment by Third Party Monitoring Agent	
Specific objective(s): Outcome(s)	To expand the scope, quality and coverage of health services provided to the population, particularly to the poor, and to enhance the stewardship functions of the Ministry of Public Health.	Births attended by skilled health personnel (*) (**)	429.305 (HMIS 2012))	+ 32%	Household Survey by Third party and Central Statistics Organization	Insecurity does not further limits access to remote areas
		PENTA3 coverage among children aged between 12 -23 months in lowest income quintile (*) (**)	41.6% (SEHAT interim report dated 31/12/13)	60%		
Outputs	Result 1: the Afghan population maintains or gains access to the Basic Package of Health Services and the Essential Package of Hospital Services.	Pregnant women receiving antenatal care during a visit to a health provider (*) (**)	723.614 (HMIS 2012)	+28%	Household Survey by Third party	Underbidding by some NGOs and transition from USAID to SEHAT in some provinces does not disrupt services

¹² As this Action supports a single programme (SEHAT), this table reflects closely that Programme logframe. Indicators, Baselines, Targets and Sources of Verification are selected from the Revised SEHAT Results Framework and aligned with the Core Sector Indicators of the WB at global level.

¹³ Mark indicators aligned with the relevant programming document mark with '*' and indicators aligned to the EU Results Framework with '**'.

¹⁴ All targets refer to end of project (June 2018).

	Result 2: the stewardship capacity of the Ministry of Public Health is increased and the national health system developed.	Number of national hospitals with full budgetary autonomy	0 (at SEHAT start)	15	SEHAT reports	Ministry of Public Health finalises and starts implementation of the Proposals for the 10 thematic areas
		Proportion of budget from the Provincial Budgeting Initiative executed	0 (at SEHAT start)	70%	SEHAT reports	
	Result 3: the program management capacity of the Ministry of Public Health is strengthened.	Proportion of MOPH core development budget executed	54% (at SEHAT start)	75%	SEHAT reports	SEHAT and CBRF provide sufficient capacity building to replace ending off budget TA.



This action is funded by the European Union

ANNEX 2:

of the Commission Implementing Decision on the Annual Action Programme 2015 (part 2) and 2016 (part1) in favour of Afghanistan

Action Document for Support to Police Reform in Afghanistan

1. Title/basic act/ CRIS number	Support to Police Reform in Afghanistan / CRIS number: DCI-ASIE/2015/38217 financed under Development Cooperation Instrument
2. Zone benefiting from the action/location	Asia, Afghanistan The action shall be carried out at the following location: country-wide with implementation coordinated from Kabul
3. Programming document	EU-Afghanistan Multiannual Indicative Programme 2014-2020
4. Sector of concentration/ thematic area	Policing and Rule of Law
5. Amounts concerned	<p>Total estimated cost: EUR 810 904 519</p> <p>Total amount of EU budget contribution: EUR 91 000 000</p> <p>The contribution is for an amount of EUR 29 417 199 from the general budget of the European Union for 2015 and for an amount of EUR 61 582 801 from the general budget of the European Union for 2016, subject to the availability of appropriations following the adoption of the relevant budget.</p> <p>This action is co-financed:</p> <ul style="list-style-type: none"> - by the Danish Government contribution: ca EUR 30 000 000* - in joint co-financing by Australia (USD 20 million), Canada (CAD 27,5 million), Denmark (DKK 85 million) Germany (EUR 55 million) Finland (EUR 11,35 million), Hungary (USD 100 000), Japan (USD 260 million and JPY 429 million), Korea (USD 100 million), the Netherlands (EUR 85 million), Norway (NOK 234,5 million), Poland (PLN 650 000), Switzerland (CHF 2,482 million), United Kingdom GBP 2,5 million, and United States (USD 117,32 million) as current donors.¹ <p><i>*Estimate equivalent of DKK 210 000 000 following the signature of a transfer agreement between the EU and the Danish Government and</i></p>

¹ Ongoing donor commitments to LOTFA as of June 2015.

	<i>transfer of funds to the EU</i>			
	<i>NB.: The official confirmation from the Danish Government was expected in the month of September. This confirmation has not yet been received. Lacking of this confirmation or the signature of the Transfer Agreement before the Commission decision, the latter will only include the EU contribution of 91.000.000 Eur.</i>			
6. Aid modality and implementation modality	Project Modality Indirect management with the United Nations Development Programme (UNDP)			
7. DAC code	15210 – Security system management and reform			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	X	<input type="checkbox"/>
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>

SUMMARY

The priority for the EU's engagement in this sector is to support the Government of Afghanistan in sustaining and further developing a professional Afghan National Police that delivers essential services to the Afghan people for improved public trust, safety and security, eventually achieving a fully self-reliant and rule of law based civilian police force at the service of its citizens. The by far largest portion of donor contributions remains committed towards the sustainment of the Afghan National Police, covering a large part of the currently unsustainable security sector costs throughout the period of transformation. This support includes institutional strengthening of the Ministry of Interior, its payroll management and Ministry of Interior-led police professionalization.

Besides police sustainment, the EU's overarching objective remains to contribute to achieve fiscal and political sustainability of the police force, which entails public finance reforms, credible anti-corruption efforts, ministerial reform and accountability as well as a gradual shift towards a more civilian-oriented policing model to bolster the state's legitimacy and enforce rule of law country-wide at the service of the citizens, especially safeguarding the rights of women and children. Particular attention will be given to female policing, internal and external oversight and complaints mechanisms and transparency. The new Government has credibly prioritized reform of the Ministry of Interior and its police force, which provides a

window of opportunity for much delayed reforms in the non-payroll aspects of policing, to which this action contributes.

The foreseen action is the continuation of more than ten years of EU engagement in the area of policing and rule of law and previous commitments of EUR 441 million to the UNDP-administered Law and Order Trust Fund for Afghanistan (LOTFA) alone.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

Afghanistan faces significant political, security and economic challenges as it transitions to take increasing control over its affairs. How the new Government is able to navigate those challenges will largely determine the future stability and prosperity of the country. The new President has already delivered on key electoral promises and outlined an ambitious reform agenda at the London Conference in December 2014, while also asserting leadership vis-à-vis the international community's engagement in Afghanistan. This encouraging drive for more ownership and reform requires sustained and flexible support from the international community to succeed, in line with the commitments, principles and processes outlined in the Tokyo Mutual Accountability Framework (TMAF). The credibility and success of the political, security and economic transition depend on strengthening democratic and accountable governance in Afghanistan at all levels. This is a long-term, generational task.

At the outset of Afghanistan's "decade of transformation", significant security challenges remain as the Afghan National Police and the Afghan National Army took over full responsibility for security from the international coalition forces in 2014. The security transition has also led to a change in the international aid environment, with security actors drawing down or shifting emphasis and an increased focus being placed on longer-term developmental objectives.

The fragile security situation and the involvement of the Afghan National Police in the counter-insurgency efforts have hampered its transformation into a civilian police force as advocated for by the European Union (EU) and other partners. According to public opinion and regular reporting, corruption is a wide-spread ailment, undermining trust in and legitimacy of the police force, impeding its effectiveness as well as overall economic development. The financial efforts required for sustaining the security sector with around 350 000 policemen and women as well as Afghanistan National Army service personnel are only guaranteed by prolonged external support. Without rigorous Public Finance Management (PFM) reforms and human resource development plans, security sector expenditures present a serious systemic threat to the country's fiscal stability.

1.1.1 Public Policy Assessment and EU Policy Framework

Police development is a central element of Afghanistan's national development frameworks, and related international commitments. Afghanistan has committed to the principles of aid effectiveness of Paris, Accra, Rome and Busan and is currently implementing the New Deal for engagement in fragile states. The New Deal includes five peace-building and state-building Goals, including Goal 2 to establish and strengthen people's security and Goal 3 to address injustice and increase people's access to justice. Police development is central to the achievement of both of these goals.

The Ministry of Interior's long-term vision is set forth in a series of strategic plans. First, the “Ten-Year Vision for the Afghan National Police (2013-2023)” establishes the objectives of Afghanistan National Police. The vision reads:

“Within ten years, the Afghan National Police (ANP) will become a unified, capable, and trustworthy civilian police service. Its primary responsibility will be to enforce the rule of law; maintain public order and security; detect and fight crimes; control borders; protect the rights, assets and freedoms of both Afghans and foreigners in Afghanistan according to national laws; and operate without ethnic, gender, language or religious discrimination. It will be [...] winning public confidence by the use of community policing approaches to deliver policing services to the people of Afghanistan.”

Following the ten-year vision, the Ministry of Interior issued a five-year National Police Strategy (NPS) on 10 May 2014. It sets out the strategic goals of the Ministry and the Afghan National Police for the period 2014-2018, further detailed in the National Police Plan (2014 - 2015). The latter specifies tasks, actions and responsible parties as well as a time-line for undertaking specific activities under each strategic goal. Finally, in 2014, the Ministry of Interior adopted a strategic plan to strengthen the recruitment of and support to female members of Afghan National Police, with a long-term aim of reaching 10 per cent of female members of ANP.

These documents acknowledge that insurgency threats have resulted in the predominance of a militarized policing style, and strongly emphasize the need for professionalization, civilianization, community-oriented policing, human rights and gender equality. As with other national strategies, there is a strong emphasis on strengthening the rule of law, and public trust and increasing integrity in the Afghan institutions as central elements of enhancing state legitimacy.

Unlike previous governments, the new government has credibly prioritized reform of the Ministry of Interior and its police force. Calling for 'civilianisation', the President has decided to appoint external civilians into key positions at the Ministry of Interior up to Deputy Minister level in order to increase civilian oversight and to leverage urgently needed reform in the Ministry of Interior's Public Finance Management and general public administration capacities. Besides fighting corruption and pursuing fiscal sustainability of the security sector, the new President has also explicitly demanded the police force to begin shifting its focus from militarized counter-insurgency efforts towards the civilian aspects of policing in order to protect citizens' rights, hone state legitimacy and consistently enforce the rule of law. In a letter to donors dated 24 April 2015, the President has outlined eight priorities of his vision as 'strategic guidance' for the Ministry and the international community.² While it is too early to assess whether the President will be able to push through such far-reaching reforms in the complex environment of a national unity government, a reluctant security sector as well as differing priorities including among donors, the instructions and measures taken in early 2015 reflect the determination by which these policies are being pursued. The President has also demanded the international community to become more effective in building Afghan capacities and handing-over responsibilities, in return for measurable reform progress.

Aligned with the international commitments, the EU's Agenda for Change is concerned about “tackling the challenges of security, fragility and transition” and highlights the importance of rule of law and justice in sustainably addressing fragility. Within its 2014-2020 Multiannual Indicative Programme for Afghanistan and in line with the “Policy Coherence for

² Letter by H.E. President Ghani, 24 April 2015.

Development” (PCD), the EU has identified policing and rule of law as one of its focal sectors, combining efforts with EU Member States and the ongoing Common Security and Defence Policy (CSDP) Mission EUPOL in a comprehensive approach. The Council's EU Strategy on Afghanistan 2014-2016 includes both “promoting peace, stability and security” as well as “fostering rule of law and respect for human rights” as two out of four main objectives.

Finally, the 2012 NATO Chicago summit declaration on Afghanistan committed the international community to contribute substantively to the Afghan security sector funding throughout the transformation decade. While the EU has not specified explicit long-term commitments to the security sector, an implicit political expectation sees the EU remaining engaged within this broader framework and compatible with EU development policies and the OECD DAC. The June 2016 NATO summit in Warsaw may bring about a review of the Chicago framework which might more effectively incentivize fiscal sustainability and Afghan ownership, balancing sustainment and sustainability as well as counter-insurgency requirements and civilian policing development.

1.1.2 Stakeholder analysis

The main stakeholders are the Ministry of Interior and its Police Force, the Ministry of Finance, but also the President's Palace, the National Security Advisor and the Chief Executive's Office under the national unity government arrangements. The Ministry of Interior has seen frequent changes in its leadership over the past decade and the police force has massively increased within a short period of time and includes a host of different forces, ranging from the paramilitary and regionally controlled Afghan Local Police (ALP) to traffic police and a small core of community police positions. The Ministry of Interior has to date been staffed and run almost exclusively by uniformed police officers and remained outside the whole-of-government reform efforts and respective national civilian development programmes. Moreover, while the Afghanistan PEFA assessment scores "Authority and basis for changes to personnel records and payroll [are] clear", recent reports indicate inadequate controls of payroll in the security sector. These are currently being addressed by the government. Resistance against reform might therefore come from within the police force, but also from the provinces and local power-holders, who currently enjoy a rather unchecked control over some of the police forces under their authority.

The Ministry of Finance and other institutions, including the Afghan parliament, have to date had rather limited control and oversight on the security institutions, in parts aggravated by the extensive role of the international military presence that kept the security sector outside the wider civilian efforts and fiscal requirements. The new President has established a transition team led by one of his advisors to pursue a policy of 'civilianization' within the Ministry of Interior by placing expert civilians in key leadership positions for budgeting, planning, procurement and human resources to professionalize the Ministry of Interior in these areas and increase accountability, also on provincial level where civilian Deputy Police Chiefs are due to be appointed. To note that as far as the budget process is concerned there is a link between the Ministry of Interior draft budget and the Ministry of Finance final duly approved budget including payroll and LOTFA commitments.

Other Afghan stakeholders in the sector include the justice sector institutions, especially those in the criminal justice chain, civil society organisations, especially in the area of human rights and anti-corruption, the Afghan parliament and sub-national elected bodies, the Afghan

Independent Human Rights Commission (AIHRC) as well as independent oversight bodies such as the Monitoring and Evaluation Committee (MEC), the Supreme Audit Office (SAO).

1.1.3 Priority areas for support/problem analysis

The priority for the EU's engagement in the sector is to support the Government of Afghanistan in sustaining and further developing a professional Afghan National Police that delivers essential services to the Afghan people for improved public trust, safety and security, eventually achieving a fully self-reliant and rule of law based civilian police force at the service of its citizens.

The by far largest portion of donor contributions remains committed towards the sustainment of the Afghan National Police, covering a large part of the currently unsustainable security sector costs throughout the period of transformation to safeguard progress made over the past decade and to provide an enabling environment for the Government of Afghanistan to move out of the current state of fragility. This support includes institutional strengthening of the Ministry of Interior, its payroll management and Ministry of Interior-led police professionalization. It will not provide direct support to military-oriented policing services as per ODA rules such as to the paramilitary Afghan Local Police (ALP) or to a police training that involves weapons management.

Besides police sustainment, the EU's overarching objective remains to contribute to **achieve fiscal and political sustainability** of the police force, which entails **public finance reforms, credible anti-corruption efforts, ministerial reform and accountability** as well as a gradual shift towards a **more civilian-oriented policing model** to bolster the state's legitimacy and enforce rule of law country-wide at the service of the citizens, especially **safeguarding the rights of women and children**. Particular attention will be given to **female policing, internal and external oversight and complaints mechanisms and transparency**. The EU will, in close coordination with its Member States, continue to invest considerable political capital to champion reform within the policy dialogue frameworks based on mutual accountability.

Progress on these ambitious priorities can however only succeed if the Afghan government is substantively owning the reform agenda and leading these efforts both on political and administrative levels. The establishment of the transition team by Presidential order seems, at its outset, a promising instrument to leverage reform into the Ministry of Interior and to serve as a transmission belt between the police force, the Ministry, the Presidential palace and donors. Progress on reform will need to be reciprocated by donors in gradually giving more responsibility to the Afghan institutions in managing aid programmes based on jointly identified reform priorities and sufficient administrative capacities, while a sound multilateral fiduciary risk management mechanism will need to remain in place for the foreseeable future.

The jointly agreed transition plan envisages a handover of the non-fiduciary payroll management support from UNDP to the government by December 2016, and stronger capacity development interventions to enable the Ministry of Interior to implement its reform agenda over time. As per the President's letter from April 2015, this transition process is designed initially in three phases of six months each, in which progress on jointly agreed benchmarks and indicators will be reviewed by the government and the international community to assess as to which degree the government can take over activities within the programme, while UNDP will retain a fiduciary risk management role also beyond the end of 2016 as requested by the international community.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Deteriorating security situation and high attrition rates presenting an existential threat to the viability of the Afghan Security Forces and the Afghan government at large.	M	Maintain support to the sustainment of the Afghan National Security Forces, politically support peace and reconciliation as well as improved service delivery to citizens, contributing to an overall stabilizing environment in the security-development nexus.
Instability of National Unity Government	M	Support broad based governmental consensus on security sector reform issues, involvement of the Palace and the Chief Executive as well as their respective supporters in the process.
Impasse on Ministry of Interior reform due to lack of political reform leadership and internal resistance	M	Lend support to the President's transition team and civilianization of the Ministry of Interior as leverage for Ministry of Interior reform combined with reinforced policy dialogue through LOTFA, OCB (Oversight and Coordination Board) and other.
Continued focus on counter-insurgency as priority police task, neglect of civilian policing	H	Political dialogue with Ministry of Interior and support to President Ghani's reform agenda to progressively strengthen civilian policing elements without antagonizing police establishment and military donors. Maintain effective relations with all involved actors and enhance EU internal coordination and coherence.
High-level corruption cases within Ministry of Interior	H	Maintain and continue to increase oversight on donor funding and funding mechanism with sound risk management and oversight frameworks, safeguard funding against covering high-risk items. Require full and thorough investigation into irregularities and mismanagement while providing capacity-building support to plug capacity gaps and strengthen internal and external oversight mechanism.
Involvement of ANP in human rights violations	M	Continuously monitor human rights situation and liaise with CSO and international organisations. Raise concerns with Afghan Government where needed,

		incorporate human rights training in police professionalization programme.
Dismantling of funding mechanisms that can guarantee fiduciary risk management	L	Closely cooperate with transition team and Presidential palace on phased transition of current funding mechanism to Ministry of Interior into enhanced Afghan ownership without jeopardizing capacities of funding mechanism to provide sound fiduciary risk management assurances as long as required also beyond 2016.
Disagreements within donor community on sustainment and sustainability as part of the Chicago commitments	L	Continue close cooperation with other donors and international military presence through the Oversight and Coordination Board (OCB) and International Police Coordination Board (IPCB) to advocate for a holistic security sector reform approach beyond mere sustainment of a counter-insurgency focused effort.
No agreement with UNDP on responsible risk management and liability for misuse of funds.	M	Negotiations with UNDP at HQ level.
Assumptions		
<ul style="list-style-type: none"> • Afghanistan to remain on its current trajectory without decisive breakthrough in neither peace negotiations (potential need to rebalance policing and DDR measures) nor a rapid deterioration of the current fragile situation. • Donors remain engaged and sufficient funding to cover the overall high security sector expenditures is collectively made available at least for the coming years, while donors jointly support the new government's longer-term planning for cost reductions to ultimately render the security sector sustainable and self-reliant. • No credible alternative to UNDP as trust fund administrator is being identified by end 2016 and the majority of donors remain adamant in requiring a fiduciary risk management intermediary. The discussions with the President's transition team and within the LOTFA donor community as well as the inconclusive search for UNDP alternatives provides assurance that UNDP will continue its role also beyond 2016. 		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

National ownership is the key factor for the success of security sector reform processes. However, important elements of Afghan ownership have been lacking to date and as a result, reforms have not fully addressed the complex political, geographical and cultural characteristics in the country, or the needs of the local population. In this regard, the expressed strong leadership of the new government in reforming the Ministry of Interior and in developing the Afghanistan National Police as well as the establishment of a transition team to guide this process on a day-to-day basis is encouraging.

At the same time, rather than creating gaps, the international military draw-down provides an opportunity to consolidate international support, specifically by focussing on the relevant institutional systems, processes and procedures through a more tailored capacity-development

approach. Here, the solutions and resources offered by the international community have often been supply-driven, substituting core Afghan capacities and focusing on training and equipping the security forces to fight insurgency in the field. Limited attention was given to institutional development of the Ministry of Interior to ensure that sustainable systems were in place to pay, train, maintain and manage the ANP itself.

Therefore consensus on reform priorities does not only need to be built in the context an increasingly complex Afghan political environment, but also within a diverse donor landscape, ranging from military actors providing non-ODA funding and focused on counter-insurgency efforts to civilian donors who prioritize human rights and female policing activities. Also the capacity-development approach has been fundamentally reviewed to respond with a credible exit strategy to the President's dissatisfaction about lack of progress in building Afghan institutions during the past decade. It is another lesson learned that while there is an ambitious reform leadership from the new Afghan government, donor support to the agents of change is critical, both on political and technical level where capacities are still lacking.

Collaboration between Ministry of Interior and other civilian (oversight) institutions has been weak. Besides the close relation with other security agencies, the Afghanistan National Police needs to work closely with a broader range of institutions in addressing crime and performing civilian policing functions. For instance, in addressing gender equity and gender-based violence (GBV), the work of Afghanistan National Police must be guided by best practice and policy outlined by the Ministry of Women's Affairs and the Elimination of Violence Against Women (EVAW) Units of the Attorney General's Office. Cooperation with the Ministry of Finance and the wider whole-of-government reform process needs to be strengthened to ensure that processes and policies within the Ministry of Interior are consistent with the overall reform efforts as outlined in the Realizing Self-Reliance paper presented by the new government in December 2014.³ An initial draft of the refreshed Tokyo Mutual Accountability Framework (TMAF) to be adopted at the Senior Officials Meeting in September 2015 incorporates for the first time civilian aspects of the security sector, such as procurement, human resources management, and financial transparency, among the high-level priorities of the government to progress towards self-reliance.

Given the high risk environment for corruption and mismanagement prevalent in the Ministry of Interior and its police force, transparent and reliable programme management, monitoring and evaluation systems and governance structures need to be in place. An effective engagement of both Afghan government institutions and donors in the oversight and coordination structures as well as the wider political dialogue is necessary to unblock bottlenecks especially on sensitive issues.

Throughout 2013 and 2014, donors maintained a high level of pressure to enact full transparency and accountability on expenditures, to increase the reliability and accuracy of the ANP payroll through addressing key issues in the administration and oversight, and to identify residual risks. During that period, several internal and external audits and evaluations were conducted by UNDP and donors, including the EU. At the end of 2014, donors felt reasonably assured that UNDP LOTFA had effectively identified the risks and made considerable progress in addressing them. The EU has played an active role in this process for example through the adoption of the payroll action plan as recommended by previous reviews and the revision of the programme's governance structures, adapting lessons learned

³ Islamic Republic of Afghanistan: Realizing Self-Reliance. Commitments to Reform and Renewed Partnership. Presented at London Conference on Afghanistan, 03 December 2014.

from the irregularities discovered in 2012 and thereafter. The EU's incentive programme for the Ministry of Interior as launched in 2014 was instrumental to leverage specific reform actions by the Ministry, such as the implementation plan on female policing and the internal reporting processes. The phased transition process combined with specific targets and benchmarks to guide Ministerial reform with joint reviews undertaken by government and donors as outlined by President Ghani's letter seems to be an even more solid framework for policy dialogue and monitoring to build on the previous EU experience, with gradual transition to more Afghan ownership as incentive.

3.2 Complementarity, synergy and donor coordination

The foreseen action is the continuation of more than ten years of EU engagement in the area of policing and rule of law and commitments of EUR 441 million to the Law and Order Trust Fund for Afghanistan (LOTFA) alone. It is embedded in a well-developed context of complementarity within the security sector but also in related sectors and respective EU engagement, for example in the support to the justice sector, to anti-corruption efforts and civil society activities. Within the security sector, the action complements the CSDP Mission EUPOL in a comprehensive approach and contributes to the orderly phasing out of this Mission at the end 2016 by addressing the same areas of interest with different means and building upon achievements by the EUPOL Mission wherever applicable. It is mutually reinforcing with EU Member States' activities and priorities in view of the specific consideration given to stabilization and security sector funding following the security transition to Afghan security forces.

The lack of effective coordination is one of the most common criticisms of police support in Afghanistan. The efforts of the international community have been characterized as ad hoc and poorly aligned. Coordination platforms have been established to address this problem, but with overall limited effect to date. To ensure national ownership, effective coordination would more usefully be led by the government and should be oriented around national goals and linked to funding and monitoring and evaluation systems. The new government has already expressed its intention to 'Afghanize' coordination of international support with clearly assigned roles and responsibilities as per the priorities outlined by President Ghani in his letter to donors.

On the donor side, the reduction of the military presence has also resulted in a drive for increased effectiveness and a civilianization of fund management, while the core structures of the NATO Mission remain in place and still provide the most important international backbone for engagement in the wider security sector. Nevertheless, the understanding of the security-development nexus and aid effectiveness principles as alignment, harmonization and ownership has increased, resulting also in a reduction of bilateral projects and preference for multilateral funding mechanisms.

For the donor coordination in the Chicago Framework and therefore the overall security sector, the Oversight and Coordination Body (OCB) has become the key forum for donors and the Afghan government to identify funding needs and match them with available donor funding, while also providing oversight and control on the overall security spending. The OCB also reviews adherence to commitments given by the Afghan government and bilateral donors, while the political dialogue on reform bottlenecks and longer-term sustainability has to date not materialized within this framework. The OCB is supported by an informal donor-only coordination format, the so-called Kabul Friends of Chicago. Most of the OCB donors

are also donors to LOTFA and the reinforced governance structures within the LOTFA programme allow for effective coordination of donors within and without LOTFA.

On an implementation level, the International Police Coordination Board (IPCB) aims at coordinating international police development and Ministry of Interior institutional reform activities in a coherent manner, however to date with a rather uneven track record. The efforts by the new IPCB head and the Ministry of Interior to incorporate the IPCB into the Ministry of Interior structures by September 2015 are therefore welcome, especially if the coordination function would focus on the five large programmes supporting the Ministry of Interior and the Afghanistan National Police:

- NATO Resolute Support Mission, especially the US Combined Security Transition Command – Afghanistan (CSTC-A, providing direct military and technical assistance while also acting as donor for the considerable US Department of Defence funding)
- EUPOL Mission
- UNDP administered Law and Order Trust Fund for Afghanistan – LOTFA
- German Police Project Team (GPPT)
- DFID's Strategic Support to the Ministry of Interior (SSMI) Programme

On the technical level, cooperation among these five programmes tends to be effective; however a more robust overall coordination and more clearly assigned roles and responsibilities would possibly increase effectiveness and increase Afghan ownership on the support rendered to the Ministry of Interior and its police force.

Beyond the security sector, the foreseen activity is aligned with the EU-funded Capacity-Building for Results (CBR) programme of the World Bank's Afghanistan Reconstruction Trust Fund (ARTF), especially on the elements related to the civilianization of the Ministry of Interior's core public administration functions. The EU-funded Justice Service Delivery Project of the World Bank's ARTF is scheduled for review at the end of the year, when the new government's priorities in the justice sector will be further refined, and complementarities will be ensured especially on the criminal justice cooperation and future rule of law activities of the EU within the Multi-Annual Programme 2014-2020. The activity also benefits from close linkage to UNDP's programmes in the justice sector (Justice and Human Rights in Afghanistan), on anti-corruption as well as from the EU co-funded Institutional and Capacity Support to the Parliament of Afghanistan (ICSPA).

3.3 Cross-cutting issues

So far, efforts to promote gender within the Ministry of Interior have brought about mixed, and in general, disappointing results. While the number of female staff has increased, it has not corresponded with improvements in the police response to GBV. At the same time, few female police officers in Afghanistan National Police or civilian female staff of the Ministry of Interior have reportedly been spared from abuse, discrimination or harassment by male colleagues. Addressing and improving the situation of female police officers and Ministry of Interior staff, but also empowering the Afghanistan National Police to react more effectively to GBV are priorities in this action.

Anti-corruption and transparent management of public finances in the security sector are a key objective both for donors and the new government and will be targeted with priority through this action in an ongoing effort to increase accountability and transparency of the Ministry of Interior. Human rights and rule of law are critical mainly in the police

professionalization efforts, but also in the wider ministerial functioning. Counter-narcotics are also obviously targeted by improved security addressing illicit economy and ensuring the rule of law.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

As per the Multiannual Indicative Programme 2014-2020 for Afghanistan, the **overall objective** of this action is to contribute to stabilize and improve the security situation through an effective police force and increase the enforcement of law and order through strengthened justice sector institutions.

The **specific objective** is to enable the Afghan National Police to effectively and efficiently perform its tasks, specifically in its civilian policing mandate.

The **expected results** are:

1) Support to Payroll Management (SPM):

- a) Updated legislative, policy and regulatory framework and business processes developed, implemented and functional in support of independent Ministry of Interior payroll management.
- b) Ministry of Interior 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.
- c) Ministry of Interior payroll systems are electronically linked with HR systems, implemented and operational nationwide, and cover all pertinent and validated personnel.
- d) Ministry of Interior infrastructure provision supports 100 per cent functionality of Ministry of Interior payroll systems
- e) Funds are transferred to the Ministry of Finance for Police Pay

2) Ministry of Interior and Police professionalization:

- a) Ministry of Interior 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 Ministry of Interior 5 year Strategy.
- b) Ministry of Interior capacities and performance of key administrative and police support services are increased enabling improvement in police services and safety for police officers.
- c) Internal control and accountability mechanisms for administration and finance are improved enabling transparency and accountability in the MoI.
- d) Relevant legislation, regulation and policy related to police reviewed to ensure conformance with prevailing constitutional values and evolving challenges.
- e) Strengthened Ministry of Interior capacity in training and development for uniformed and civilian personnel at all ranks and grades, making optimal use of existing resources and addressing current and future Ministry of Interior training priorities and police leadership development needs.

- f) 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.

4.2 Main activities

The programme consists of two components: one component, the Support to Payroll Management Project (SPM), provides exclusively for full Ministry of Interior payroll management by December 2016. The second component is centred on developing national capacity for self-sustained reform and improvement of the Ministry of Interior as an institution, and the police services as instruments for citizen safety and maintenance of the rule of law. The institutional development sub-component is intended to help the Ministry of Interior 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 sub-component seeks to support the Ministry of Interior in strengthening its training infrastructure for police professionalization, while at the same time supporting immediate police service delivery and outreach activities to strengthen police and community engagement.

The activities will be implemented by a core project team, additional local and international consultancies, monitored and audited transfers to the Afghan government for salary payments and limited amounts of procurement of supplies and works. The transition to Ministry of Interior ownership will see an increased use of local expertise. Contracted as consultants these are expected to gradually integrate into the civil service.

The current programme covers the period mid-2015 until end 2016, yet a successor programme will build on the progress made in the outlined activities, continue the fiduciary risk management function and Ministry of Interior and police professionalization activities as agreed between the government and donors.

Support to Payroll Management:

Review of legal framework, HR policies, and practices affecting police pay:

Consultancies concerning the **legal framework, HR policies, and practices affecting police pay** will be completed. This will inform a study on the sustainability of the current pay budget and structure. An assessment of police payment entitlements and incentives as well as a review of internal control frameworks will be conducted. Recommendations to correct identified legislative and policy gaps will be drafted and the government will be supported to implement pay policy changes and possibly major pay and benefit changes. The payroll board will transition from the Combined Security Transition Command – Afghanistan (CSTC-A) to the MoI. The Ministry of Interior communications directorate will formulate its plan to inform police about their pay and remuneration.

Establishment of a self-reliant Ministry of Interior Payroll Unit:

The programme will **support the establishment of a Ministry of Interior Payroll Unit**. Ministry of Interior personnel will begin assuming the Electronic Payment System (EPS) database duties currently performed by external staff, and receive training on the management of the web-based EPS (WEPS) to ultimately phase out non-Ministry of Interior staff from the payroll unit. The Ministry of Interior will be supported to improve time and attendance reporting processes, and monthly EPS reports. The Ministry of Interior will be supported to establish routine processes and reports for data verification and reconciliation among the

Afghan Human Resource Information Management System (AHRIMS), EPS and the Afghanistan Financial Management Information System (AFMIS). The Programme will continue to manage the monitoring agent contract.

Electronically link payroll and human resource databases:

The capability of the current EPS system will continuously be improved, 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, publishing WEPS user guides, and establishing a help desk ticketing system.

The Ministry of Interior will be supported to draft and establish an MoU with the Ministry of Finance and the Combined Security Transition Command –Afghanistan (CSTC-A) to agree upon system requirements, including standards for eventual auditability and accountability, in alignment with agreed conditions for transition. A dedicated systems integrator might be recruited to work with the respective Ministry of Interior experts to contracts and advise the Ministry of Interior on disaster resilience and recovery, system integration options and system sustainability planning. AHRIMS and EPS systems will be electronically linked in accordance with the Ministry of Interior planning, enabling data to be validated and verified. The Ministry of Interior will complete its sustainment plan, and the system will pass independent validation.

A review of the results of mobile money pilot programmes will be conducted and the Ministry of Interior will be supported to develop an implementation plan for mobile money, with the ultimate objective to eliminate trusted agent payments, which currently still covers around 15% of all police salary payments.

Covering all payroll offices with intranet connectivity, power and other logistics needs:

Ministry of Interior will be supported so that **intranet connectivity, power and other logistics needs, and disaster recovery capability are in place** for web-enabled human resource and payroll systems, covering all payroll offices. The Ministry of Interior will be supported in establishing a disaster recovery mechanism for other systems in addition to EPS.

Ministry of Interior Professionalization:

The Ministry of Interior will be supported to create a Change Management Unit which will focus on **leadership development, and a strategic communications strategy and tools to support Ministry of Interior reform**. For capacity development and M&E/performance management, the programme will support the creation of “lead teams”, 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.

The capacity development teams will implement a three-step approach to **improvement of business processes critical to the performance of Ministry of Interior 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. The programme will coordinate closely with previous and existing work by other

international assistance providers and consultants related to work flows and business processes.

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 Ministry of Interior functions and services**. An M&E unit has already been established in the MoI, and can build on previous work on methodologies with some departmental focal points. To support both the capacity development and the various teams, the programme will initially hire temporary contract personnel, and then establish civil service ('tashkeel') posts by the end of the programme.

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:

- Comprehensive review and development, as needed, of **human resources policies**;
- Optimization of existing **ICT assets** and scoping for **Enterprise Resource Planning (ERP)**;
- Ministry of Interior **Gender Strategy implementation** support;
- Support to **programme budgeting** use;
- Improvement of **internal audit functions**;
- Improvement of the Ministry of Interior **follow-up of complaints including the Office of the Inspectorate General (OIG), 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, the programme 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.

An international company will be contracted to provide expert Information and Communication Technology (ICT) and Enterprise Resource Planning (ERP) services. The objective of the ICT/ERP work is to optimize the use of the existing Ministry of Interior 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 Ministry of Interior to increase internal efficiency and interoperability and with Ministry of Finance based on existing assets and systems.

In parallel, a **Ministry of Interior Aid Coordination Department** will be created. The Aid Coordination functions will enable the Ministry of Interior 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, new civilian staff recruited by the MoI, as well as female leaders.

Police Professionalization:

This component will simultaneously address capacity gaps in (a) the organizational structure, such as enhanced Ministry of Interior structures and processes that can **effectively coordinate and facilitate all efforts pertaining to police professionalization**, with improvements to 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.

The programme will provide technical support and advisory assistance to the **review of the current regulatory framework** and to offer recommendations to the Ministry of Interior leadership. 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.

In parallel the programme will work with the Change Management and Capacity Development Teams to define a uniform format for internal policies and guidelines. Technical support in **reviewing, standardizing and developing operational policies and guidelines** will be provided, based on operational standards and normative frameworks. These policies and operational guidelines will ensure the full provisions of human rights standards. 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.

The programme will **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 to attract and retain talented Afghans in the MoI. The programme will invest in Ministry of Interior 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 Women Police Councils.

Technical support and expertise will be provided to the Ministry's Training and Education General Command in **curriculum development and upgrading**. In particular, the Police Academy will be assisted with the **development of a Masters-level police degree courses**, and in the area of admissions policy to the Academy and training courses. In addition, the programme will enable Ministry of Interior 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 Ministry of Interior reform process. A comprehensive **review and restructuring of the Ministry of Interior Training and Education General Command** will be supported, such that future training interventions are durable and sustainable, especially as regards quality control and maintenance of training standards by the Academy.

The **capacity and validity of the Staff College and Police Academy, the 11 regional training centers, and the six thematic specialized training colleges** will be reviewed. The programme will also assist the Ministry of Interior to identify a well-respected Police training institution in the region by serving as the bridge for education and the exchange of expertise.

Efforts already in place to **enhance collaborative approaches on community safety and security** with community stakeholders will be continued. Provincial and district level activities are already implemented in conjunction with UNAMA's democratic policing Project, EUPOL support, the German Agency for International Cooperation (GIZ) and others. Together with these partners, the programme will invest in **provincial and district level policing and their linkages with the national level**. This work will be informed by the District Security Survey, which 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.

A comprehensive support package will be provided to **information desks, 119 regional call centers and services, Women Police Councils, and the District Security Committees**, which should result in a more consolidated approach to service delivery at the subnational level. Capacity to take the subnational policing work forward will be developed at both the national level through the Community Policing Directorate, the Gender Directorate, and the Deputy Ministry Security, as well as through subnational police and governance authorities.

4.3 Intervention logic

The establishment of a trusted, professional and effective national police service is an essential element of Peacebuilding and Statebuilding to support countries breaking cycles of violence and progressing out of fragile situations. The EU is committed to supporting the Afghan government in re-establishing trust, the rule of law, safety and security through civilianization and professionalization of the Afghan police services, based on principles of community-oriented policing and human rights norms and standards.

While the current amount of security sector funding is not sustainable, it has to be considered in the aftermath of the international combat-troops intervention and a decade of stabilization efforts. Achieving self-reliance in the security sector will take a long time and certainly until the envisaged end of the transformation decade (2025). This activity aims at contributing to the short- to mid-term stabilization efforts through the payroll function, while the longer-term sustainability will be addressed under the Ministry of Interior reform and police professionalization efforts, mainly in relation to the fiscal sustainability aspects, yet also in relation to political and institutional sustainability of the Afghan police force.

The objective of the new government to transition donor programmes into national systems is welcome yet it needs to follow a conditions-based logic without becoming a time-bound automatism, especially in this sensitive sector with severe capacity challenges. As the UNDP-administered Law and Order Trust Fund for Afghanistan (LOTFA) has been endorsed by the new government as the multilateral funding mechanism of its choice to channel donor funding to the Ministry of Interior while gradually transitioning the implementation mechanism into the Ministry of Interior structures, this action would use LOTFA and its successor programme for its intervention and continued fiduciary risk management function beyond the run-time of the current LOTFA programme (December 2016).

The previous six LOTFA programmes from 2002 until end 2014, provided a single project deriving from a Trust Fund with project responsibility for both payroll management and disbursing police salaries, and, recently, since 2012, incorporating some capacity development activities. Under the new LOTFA, support to payroll management interventions, and Ministry of Interior and police development interventions, are split into two separate

components under one Trust Fund (UNDP refers to two projects within one fund). The splitting of the original programme into two components is expected to allow better facilitation of the handover of payroll management over time with full handover of the UNDP-supported payroll management functions to the Afghan government by December 2016. Meanwhile, the longer-term development activities can be implemented at a more appropriate and flexible pace.

The current seventh LOTFA phase, initially labelled 'Akheri' (final), was launched on 01 January 2015 and at its outset limited to the implementation of an interim phase of six months. While donors and the government tried to identify alternatives to the UNDP-administered LOTFA following President Ghani's request to replace LOTFA, no suitable alternative mechanism could be identified. In the process of reviewing LOTFA throughout the first half of 2015, it was clarified by the Afghan government that UNDP would continue to be the funding mechanism also after a successful transition of payroll management functions to the MoI, becoming more alike to a trust fund without direct operational involvement. The transition of LOTFA activities to full Ministry of Interior ownership will be monitored through the three phases outlined by President Ghani, while the ultimate decision to hand-over functions to the Afghan government will require donor consensus and UNDP capacity to cover the fiduciary risk management responsibility. On 30 June 2015, the government, donors and UNDP agreed on a revised LOTFA programme document covering the period until end 2016, thereby one year shorter than the initial planning for phase seven.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

5.3 Implementation modalities

5.3.1 Indirect management with an international organisation

This action may be implemented in indirect management with the United Nations Development Programme (UNDP) in accordance with Article 58(1) (c) of Regulation (EU, Euratom) No 966/2012. This implementation entails the Law and Order Trust Fund for Afghanistan (LOTFA) activity and its successor. This implementation is justified because UNDP as LOTFA Administrator has more than ten years of experience, is the only programme capable of implementing this activity due to the economies of scale and has been endorsed by the Afghan government as the main civilian funding mechanism for policing.

The entrusted entity would carry out the following budget-implementation tasks: launch calls for tenders and for proposals; define eligibility, selection and award criteria; evaluate tenders and proposals; award grants, contracts; act as contracting authority concluding and managing contracts, carrying out payments. The entrusted entity could sub-delegate part of its budget implementation tasks to the Government of Afghanistan for instance the payment of salaries as this activity is implemented within UNDP's National Implementation Modality (NIM).

The entrusted international organisation is currently undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. The Commission's authorising officer responsible deems that, based on the compliance with the ex-ante assessment based on Regulation (EU, Euratom) No 1605/2002 and long-lasting problem-free cooperation, the international organisation can be entrusted with budget-implementation tasks under indirect management.

5.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 9(2) (b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.5 Indicative budget

The total budget for the operation is EUR 810 904 519, with an EU contribution amounting to EUR 91 000 000.

A co-financing between the EU and the Danish Government is foreseen.⁴

The European Commission would be entrusted by the Danish Government with the implementation of an indicative contribution to this programme for an amount up to the equivalent of DKK 210 000 (approximately EUR 30 000 000), in line with Article 27.3 of DCI Regulation 1905/2006. The funds from the Danish Government would be made available following the signature of the transfer agreement between the European Commission and Danish Government.

These funds will be considered as revenue assigned to this programme in the form of co-financing. Therefore the equivalent of DKK 210 000 000 (approximately EUR 30 000 000) would only be added to the project after the signature and the effective transfer of these funds to the European Commission.

In case the transfer of funds does not occur before the signature of the Financing Agreement, technical addenda will be made to add the funds received from the Danish Government to the Financing Agreement. There will be no need, at every stage, to have an addendum to the

⁴ *The official confirmation from the Danish Government was expected in the month of September. This confirmation has not yet been received. Lacking of this confirmation or the signature of the Transfer Agreement before the Commission decision, the latter will only include the EU contribution of 91.000.000 Eur.*

Financing Agreement but the Beneficiary will be informed by the European Commission through official letter of the funds received and will receive a copy of the new budget of the Financing Agreement.

The EU will also contribute with EUR 200 000 for evaluation, audit, communication and visibility.

A tentative breakdown of the budget is as follows:

	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
5.3.1. - Indirect management with UNDP + Transfer agreement of 210 000 000 DKK	90 800 000 ca 30 000 000 ⁵	EUR 689 904 519
5.8 - Evaluation	100 000	N.A.
5.9 – Audit	50 000	N.A.
5.10 – Communication and visibility	50 000	N.A.
Totals	121 000 000	EUR 689 904 519

5.6 Organisational set-up and responsibilities

The LOTFA project management and governance structures are aligned with international standards for project management and oversight. The structures ensure UNDP 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 management structure is established that includes a Project Board and Technical Working Groups.

Donors and Government have agreed on the outlines and principles of a continued LOTFA, whereas the flexible nature of the foreseen transition process will require regular review and negotiation also outside the project's governance structures.

5.7 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) or the list of result indicators (for budget

⁵ The official confirmation from the Danish Government was expected in the month of September. This confirmation has not yet been received. Lacking of this confirmation or the signature of the Transfer Agreement before the Commission decision, the latter will only include the EU contribution of 91.000.000 Eur.

support). The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews). Joint monitoring with Denmark will be considered.

5.8 Evaluation

Having regard to the importance of the action, a mid-term evaluation is foreseen to be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for problem solving and learning purposes, in particular with respect to the transition of the LOTFA implementation into the Ministry of Interior structures and the formulation of a follow-up programme.

The Commission shall inform the implementing partner at least 30 days in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, one contract for evaluation services shall be concluded in Q3 2017.

5.9 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, one contract for audit services shall be concluded in Q1 2019.

5.10 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.5 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

Indicatively, one contract for communication and visibility shall be concluded in Q2 2016.

APPENDIX - INDICATIVE LOGFRAME MATRIX

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for listing the activities as well as new columns for intermediary targets (milestones) when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

	Intervention logic	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	Afghan security forces capable to sustain and maintain security throughout the decade of transformation	Number of deaths in armed conflict (MIP 2014-2020 indicator)	In 2014: 10.548 civilian casualties (3,699 civilian deaths and 6,849 injured) 1,837 ANP were killed and 4,051 injured (2013).	Reverse trend that saw increasing civilian casualties (in 2016 again below 10.000 civilian casualties and subsequent reduction). ANP casualties reduced by 5% per year.	UNAMA and Ministry of Interior reports	Number of casualties in armed conflict provides an outcome-level indicator on overall security situation. Assumed that improved policing will contribute to reduced casualties in combination with e.g. progress on reconciliation. Reduced number of ANP casualties

						indication for more civilian role of ANP (contrasted with ANA).
Specific objective(s): Outcome(s)	Performance and capacity of the Afghan National Police as a civilian police force under civilian control improved in line with the 10-year vision of the Ministry	<p>1. Number of procedures initiated for harassment of female police officer per year (MIP 2014-2020 indicator)</p> <p>2. % of security sector costs as of total budget (MIP 2014-2020 indicator)</p>	<p>1. 23 in 2013</p> <p>2. 42.3% in Fiscal Year 1393 (2013-2014)</p>	<p>1. More than 50 per year by 2017. Processed in line with procedures (see below).</p> <p>2. Annual reduction by 1%, to below 40% in 2017.</p>	<p>1. Ministry of Interior HR statistics / database. Studies/surveys issued by UNDP.</p> <p>2. National Budget, MoF (including salary data)</p>	<p>1. Estimated high number of unreported harassment cases. Increase of number of procedures initiated indicator for trust in internal control mechanisms. Combined with indicators under project outputs.</p> <p>2. Overall indicator for fiscal sustainability of security sector as key concern. To be reported upon in combination with ANP-only percentage and</p>

						absolute figures.
LOTFA OVERSIGHT AND GOVERNANCE						
	Transparent reporting by UNDP on LOTFA implementation and oversight by donors and GoA (Government of Afghanistan) through governance structures.	<p>1. Regular project steering group meetings as per governance structures.</p> <p>2. High quality Monitoring Agent (MA) reports are shared regularly with donors and ineligible costs are recovered by UNDP.</p> <p>3. Extension of Monitoring Agent to non-payroll components.</p>	<p>1. On average one working group meeting per week and quarterly project board meetings (2015)</p> <p>2. In 2013, 95% of salary payments were verified and 100% ineligible costs were recovered (USD 8 million)</p> <p>3. 0% of non-payroll activities</p>	<p>1. Monthly Technical Working Group Meetings for each component and quarterly project board meetings. Timely reporting from UNDP (throughout project)</p> <p>2. At least 97% of payments are being verified and 100% of ineligible costs recovered.</p> <p>3. 90% of non-payroll</p>	<p>1. Meeting minutes and reporting from DEL</p> <p>2. UNDP monthly monitoring agent reports.</p> <p>3. UNDP MA reports</p>	<p>1. Improved governance structures implemented late 2014 are maintained with GoA (MoI and MoF) participation and donors retain capacities to closely oversee implementation .</p> <p>2. Improvements in payroll management (phasing out trusted agent reduces overall ineligible costs), MA capacity to monitor in provinces.</p> <p>3. Agreement</p>

			verified by MA (2014)	activities verified by MA (2017)		with UNDP to extend MA mandate to non-payroll, especially in view of NIM implemented activities.
	Regular external evaluation and monitoring of LOTFA implementation and progress on results.	<p>1. External evaluations contracted by donors on LOTFA implementation.</p> <p>2. Public perception of ANP improves during project runtime:</p> <p>2a. Overall confidence in ANP</p> <p>2b. Level of fear when encountering ANP</p> <p>2c. Percentage of crimes reported to ANP</p>	<p>1. 3 (2014)</p> <p>2a. 73.2% (2014)</p> <p>2b. 45% (2014)</p> <p>2c. 34% (2014)</p>	<p>1. At least one per year throughout project run-time.</p> <p>2a. 85% (2015)</p> <p>2b. 30% (2017)</p> <p>2c. 45% (2017)</p>	<p>1. Evaluation reports issued by other donors and by EU.</p> <p>2. Asia Foundation (AF) annual surveys.</p>	Continued high level of donor oversight on LOTFA and coordinated evaluations. Improvements on public perception on outcome level monitored with continued AF surveys.
SUPPORT TO PAYROLL MANAGEMENT*						
Outputs	Updated legislative, policy and regulatory framework and business processes developed, implemented and functional in support of independent MOIA	Percentage of internal complaints handled in compliance with policies and procedures (disaggregated by gender)	5% (estimated 2015)	30% (2017)	Review and analysis of OIG reports, Monitoring Agent reports and UNDP project reports	Support to and regular evaluation of internal and external complaints mechanisms

	payroll management.					improves handling of complaints. Percentage to be contrasted with absolute numbers.
		Percentage of MoI personnel in receipt of monthly payslips and current annual pension statement (disaggregated by gender)	0% (2015)	100% (2017)	Review and analysis of provincial and district reports, personnel reporting and UNDP project reports	MoI cooperates on increasing transparency of salary payments to police, reducing risks of internal 'taxation' e.g. by trusted agents. Indicator to be contrasted
	MoI personnel independently able to undertake all payroll input, processing and validation tasks to measurable standards, using the reliability, accuracy and timeliness of personnel data.	Percentage of responsible MoI staff able to independently undertake assigned payroll management tasks and to independently conduct internal validation and reconciliation.	0% (2015)	100% (2017)	Review and analysis of MoI directorate reports, training reports and UNDP project reports	MoI assigns sufficient staff to tasks currently carried out by LOTFA staff. Knowledge transfer to MoI complete at end of transition phase.

		Percentage of personnel in AHRIMS matching personnel in EPS (disaggregated by gender)	24% (2015)	100% (2017)	Reconciliation exercises between EPS/WEPS data archives and AHRIMS database	Full cooperation of MoI and CSTC-A to fully integrate payroll system into HRM system with verified personnel.
MoI payroll systems are electronically linked with HR systems, implemented and operational nationwide, and cover all pertinent and validated personnel.		Percentage of data fields in EPS automatically fetched from AHRIMS data	0% (2015)	100% (2017)	Review of WEPS/EPS data fields to verify automation from AHRIMS	Full cooperation of MoI and CSTC-A to allow for system integration. IT systems compatible and access to AHRIMS granted to UNDP.
		Percentage of personnel paid by EFT (disaggregated by gender)	85% (2015)	100% (2017)	Review and analysis of WEPS/EPS data archives	Trusted agent system phased out and all payments conducted either through bank accounts or mobile banking.
	Funds are transferred to the Ministry of Finance	Percentage of MoI staff on 'tashkeel' (excluding	> 90% (estimate,	100% (2017)	Monitoring Agent reports, media	Full coverage of MoI staff by

for Police Pay	ALP and APPF) receiving their salaries in full and on time.	2014)		reporting and WEPS/EPS data.	AHRIMS, EFT and EPS allows for timely payments and real-time accurate data. Sufficient funding available for salary payments.
MOI DEVELOPMENT*					
MoI capacity to lead and manage reform, develop institutional capacity, and improve aid coordination.	Extent to which Change Management, Capacity Development, Aid Coordination units and M&E systems are established and functional	Decision to introduce M&E system and aid coordination unit yet no structures established (2015)	M&E system and structures functional and producing regular meaningful reports. Aid Coordination unit has replaced IPCB and ensures coordination (2017)	MoI M&E reports and project reports, number of meetings coordinated by Aid Coordination Unit.	MoI continued reform ownership and reliance on LOTFA support. Agreed M&E system receives sufficient political support. IPCB phases out into MoI structures.
MoI capacities and performance of key administrative and police support services are increased.	Number of key ANP personnel policies reviewed, developed, approved and implemented.	0 (2015)	10 (2017)	Project records	MoI and project cooperate closely and identify priorities for reform in key areas, linking

					MoI reform to whole-of-government reform (HRM, PFM, procurement, logistics, asset management, O&M, etc).
	Percentage of implementation of the Gender Strategy	< 10% (estimate for 2015)	40% (2017)	Annual report of the Gender Directorate; bi-monthly project reports	Existing, sound gender strategy pursued by MoI. Support by project allows identification of key indicators to measure progress.
	Percentage of deputy ministries applying Programme Budgeting	0% (2015)	100% (2017)	MoI annual report; bi-monthly project reports	MoI adopts programme budgeting (part of policies review). In conjunction with project support full roll-out by end 2017.

Internal control and accountability mechanisms for administration and finance and complaints resolution are improved.	Internal control mechanisms reviewed, developed, recommendations approved and implemented.	1 (OIG evaluation, first semester 2015)	Recommendations from OIG evaluation implemented (2016), review of internal audit (2016) and implementation of recommendations (2017)	UNDP consultant reports; UNDP bi-monthly reports	MoI leadership addresses structural shortcomings of internal control mechanism, civilianization of MoI effective agent of change.
	Percentage of internal complaints handled in compliance with policies and procedures (disaggregated by gender)	5% (estimated 2015)	30% (2017)	Review and analysis of OIG reports, Monitoring Agent reports and UNDP project reports	Support to and regular evaluation of internal and external complaints mechanisms improves handling of complaints. Percentage to be contrasted with absolute numbers.
	Percentage of gender-related complaints addressed with the involvement of women OIG staff	0 (2015)	40% (2017)	OIG reports; Gender Directorate reports	MoI recruits women OIG staff and assigns to gender-related complaints.

POLICE PROFESSIONALIZATION*					
Support to female policing	Percentage change in the number of women police officers.	2.200 (estimate for June 2015)	3,000 (2017)	Analysis of AHRIMS and data from Gender Directorate.	Other improvements for female police targeted by this activity are implemented (internal controls, policies, gender strategy), overall numbers also to be disaggregated by ranks.
Strengthened MoI capacity in training and development.	Establish link between training and human resource management (staff development strategies, promotion)	0 (2015)	Training plans aligned with HR strategies (2016), HR management links training to appraisal (2017)	MoI policy documents and UNDP monitoring of implementation.	MoI leads on development of training and HRM strategy review and establishes robust coordination of training activities.

	Expansion of community policing programme (Police-e-Mardumi), including a strengthened role for Policewomen's Councils	Fully functional Police-e-Mardumi committees established (2 each in 20 provinces) with female community members	4 (at June 2015)	40 (2017)	Analysis of UNDP reports and documentation	MoI supports continued roll-out of Police-e-Mardumi. Assessment of committee impact to date. Potentially stronger target based on policy review with civilianized MoI positions.
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*Selection of key indicators from UNDP LOTFA Project Document. More indicators are available in full project dossier covering all sub-activities.