UNDP

Mid-Term Evaluation Report

National State Governance Project

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Acronyms and Abbreviations

ANDS	Afghanistan National Development Strategy
COS	Chief of Staff (Office of the President)
COMS	Council of Ministers
CPAP	Country Programme Action Plan (UNDP)
CSO	Civil Society Organisations
DFID	Department for International Development (UK)
GOA	Government of Afghanistan
NSGP	National State Governance Project
OAA	Office of Administrative Affairs
OP	Office of the President
OOP	Office of the President
OOVP	Office of the Vice President
SCOG	Support to the Centre of Government
TAF	The Asia Foundation
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
VP	Vice-President
VPO	Vice-President's Office

Executive Summary

The mid-term evaluation of the UNDP Afghanistan "National State Governance Project" (NSGP) was undertaken in February / March 2012. The evaluation consists of a desk review of numerous documents listed in the methodology section of this report and face to face interviews with beneficiaries from the Office of the President (OoP) and with UNDP staff and officials in Afghanistan. This evaluation report focuses on the impact of project implementation in 2010 and 2011. The Terms of Reference for this report do not extend to undertaking a financial audit of the project.

The mid-term evaluation focuses on assessing the following key project areas:

- ✪ Project design;
- ✪ Project management;
- ✪ Relevance and appropriateness of the project;
- ✪ Effectiveness and efficiency of the project;
- ✪ Impact and sustainability of the project;
- ✪ Lessons learned and recommendations.

The aim of the mid-term evaluation is to ascertain the strengths and weaknesses of the project within the specific areas outlined above and most importantly to highlight lessons learned during the first two years of this project and provide recommendations on the future of the project.

It should be noted from the outset that only US$4m of the project's US$34.5m budget has been mobilised. Therefore, this 86% budget shortfall has contributed significantly to the fact that very few of the project's intended activities for 2010 and 2011 have been implemented and the impact of the project has thus been limited.

The main findings of the evaluation are that:

Project Design

- The project design was overly ambitious with a large infrastructure component that would always be challenging to implement;
- The project design lacked a clear and coherent focus and a specific and realistic role for UNDP within the broader workings of the Office of the President;
- The project design could be deemed to be a factor in the challenges faced in resource mobilisation with UNDP able to contribute only approximately 14% of total resources required and no other donors supported the project;
- Although discussions on revising the project document were held and project revisions drafted, a revised project document was not formally approved by UNDP and therefore the original project document remains in place as the project's guiding document.

Project Management

- There were significant problems recruiting a project manager for the NSGP which meant that for the initial 10 months of the project there was no project manager in place. This had a significant impact on proposed project activities for 2010;
- There were weaknesses in terms of a lack of formal project coordination. A project board was not created and has not met despite this being stipulated in the management arrangements outlined in the project document;
- Project reporting improved in 2011 although for the eight quarters covered by this evaluation only 3 quarterly project reports have been provided;
- The beneficiaries were satisfied with the informal communication between the OoP and the UNDP project / UNDP through face to face meetings, e-mail and telephone.

Relevance and Appropriateness

- Following the UNDP Support to the Centre of Government (SCoG) project that worked with the Office of the President in 2005-2009 and the importance of the effectiveness of the OoP to other UNDP areas of work, it was appropriate that a new project with the OoP was developed;
- The project was relevant, appropriate and strategic to UNDP's mandate and also complemented the United Nations Development Assistance Framework (UNDAF), Country Programme Action Plan (CPAP) and the Afghanistan National Development Strategy (ANDS);
- It can be concluded that it was therefore appropriate and relevant for UNDP to be working on a National State Governance project with the OoP.

Effectiveness and Efficiency

- The project's ability to implement all aspects of the project document was hampered by the challenges faced in engaging the Office of Administrative Affairs (OAA) with the project;
- The efficiency and effectiveness of the project was hampered by working within a challenging political environment in the OoP;
- Project implementation was impacted by the lack of coordination within the OoP between the Chief of Staff's Office, the Offices of the Vice Presidents and the OAA and the dynamics that stem from the fractured organisational structure of the OoP;
- The project was affected by the high expectations created by the considerable resources outlined in the project document and by the challenging working environment following the rejection by UNDP of requests by the OoP for the NSGP to cover the salary payments of selected OoP staff;
- The project's ability to implement all aspects of the project document was impacted by the lack of resources for the project;

Impact and Sustainability

- Few activities were undertaken in 2010 due to the fact that project staff were not in place until October 2010;

- Limited activities were implemented in 2011 including undertaking a capacity assessment of the OoP, developing ICT plans and, in early 2012, providing exposure for selected OoP staff of other relevant government systems;

- The project's activities have thus far had little direct impact on the way in which the OoP operates in February 2012 in comparison to January 2010 when the project started;

- Whilst direct impact to date has been limited, significant groundwork has been undertaken by the project. The capacity development assessment provides a base on which to address OoP capacity challenges, and the exposure to other government systems has created an enthusiasm amongst key staff for reform of the administrative workings and the policy formulation and coordination systems of the OoP.

Recommendations and Lessons Learned

- **1.1** UNDP should consider either closing down the NSGP or significantly redesigning the current project. A new project with the OoP or a redesigned NSGP should be more focussed and realistic and ensure that beneficiary expectations are in line with realistic deliverables;

- **1.2** In any new project document or in a revised project document, there is a need to ensure that activities focus on UNDP strengths such as the provision of technical assistance, capacity development and the ability to use its global network and influence to provide relevant comparative examples. A large infrastructure component should not be included in a revised or new project document.

- **1.3** The new or revised project document needs to take into account the current challenges of coordinating the internal work of the OoP between the four sections (Chief of Staff's Office, Office of VP 1, Office of VP 2 and OAA) and consider any possible assistance that UNDP can provide in reforming the workings of the OoP to allow it to better fulfil its constitutional mandate;

- **1.4** The new or revised project document should consider focussing UNDP support to the OoP on a limited number of key areas including:
  - ➢ Organisational reform to provide a more effective and enabling administrative environment for the OoP to fulfil its mandate;
  - ➢ Providing support to state committees and the secretariat of state committees to make them more effective in fulfilling their functions;
  - ➢ Providing support to improve communication and information sharing between the OoP and Ministries;
  - ➢ Providing support for increased citizen engagement with the OoP.

Introduction

This report is a mid-term evaluation of the UNDP Afghanistan National State Governance Project 2010-2013 (project document attached as Annex A). The project was due to commence in January 2010 and is to be completed in December January 2013. The project has a budget of US$34.5m. To date, only UNDP has committed to funding this project to the tune of US$1m per year over the course of the four year project. No further funds have been mobilised leading to a budget shortfall of US$30.5m for the project.

Context

Governance in Afghanistan faces many difficult challenges. One of the central elements in the transition towards full Afghan ownership is the consolidation of governance, both at the central and local levels, as well as consolidation of state institutions. The President of Afghanistan, as Head of State, has the constitutional role to ensure that all four "State Organs" provided for in the Constitution, including the President of State, the National Parliament, the Government and the Courts, work on achieving national development goals, while safeguarding citizens' rights and ensuring that the democratic principles of separation of powers are respected. In addition, as outlined in the constitution of Afghanistan, the President is assisted in these duties by two Vice Presidents

Over the years, several capacity development projects have focused on the Office of the President, including that of the Chief of Staff (CoS) and Office of Administrative Affairs (OAA). Between 2005 and 2009, there was a UNDP initiative, 'Support to the Centre of Government' (SCoG), which was implemented by The Asia Foundation (TAF). Evaluations undertaken by both DFID and USAID pointed to several areas where the project had been successful in improving the capacity of the Office of the President including upgrading facilities and ICT processes and systems, appraising and redesigning administrative processes including areas of human resource and financial management and undertaking general training for staff. Both evaluations were clear, however, on the remaining gaps, citing in particular insufficient progress in developing capacities for and understanding of the policy-making process within the OoP as well as a general low sense of common understanding of the notion of collective policy responsibility and common agenda purpose among actors such as the Office of the President and the Council of Ministers Secretariat (CoMS).

It is within this context that the NSGP was developed and implemented.

Project Focus

According to the UNDP project document, the expected outcome of the NSGP is *"A strengthened and streamlined Office of the President (COS, OAA) that has Operational Efficiency and Substantial Capacity to Support the President in Delivering on his Constitutional mandate"*.

There are 3 specific outputs for the project:

- **Output 1** – An effective organizational and administrative capacity is in place to support the Office of the President (CoS, OAA);
- **Output 2** – The President's Office has a functional and competent policy analytical, advisory and communicative capacity to support the Office's Constitutional mandate and to be accountable to the citizenry;
- **Output 3** – The Presidential Administration has developed capacity for Crisis Management and the entire Office has the requisite infrastructure and facilities to enable its effective functioning and discharging of responsibilities in all areas within the OP's mandate.

This mid-term evaluation report assesses the success to date of the NSGP in terms of making progress towards achieving the expected overall outcome of the project and assessing the implementation of activities under each of the Output areas.

Mid-term Evaluation Purpose

The purpose of the mid-term evaluation is to provide a comprehensive analysis of the project to date on a number of different levels and within a number of different key areas. This ranges from the appropriateness of the initial project design all the way through to the sustainability of the project activities that have been implemented to date, their impact and the link between activities and expected output..

The Terms of Reference for the development of this mid-term evaluation report outline the scope of the evaluation:

- An in depth review of project implementation with a view to identifying the likelihood of achievements and the main constraints.
- A review of the results framework (logical framework), relevance of indicators, ability to measure, relevance and ambition of targets.
- An in depth review of the progress towards the ANDS and compact benchmarks, and UNDP Country Programme Action Plan.
- Assess the risks of the Project's Components (especially in terms of the wider environment) and suggest related mitigation strategies.
- Assess the quality of partnerships, National ownership and sustainability vis-a-vis the strategy in the project document. Assess the current coordination and harmonization processes with other Government partners.

This mid-term evaluation report covers the scope as outlined in the TORs and this mid-term evaluation report follows the standard UNDP evaluation report template.

Methodology

The methodology used to develop this evaluation report was as follows:

Desk Review of Relevant Documents

A desk review was undertaken of the following relevant documents:

- Afghanistan National Development Strategy 1387-1391 (2008-2013)
- Atos Consulting (on behalf of DFID), Support to the Centre of Government II Annual Review, August 2008
- National State Governance Project Strategic Plan 2011-2015 [draft]
- NSGP Capacity Development Plan 2011-2013
- NSGP First Quarterly Progress Report, January – March 2011
- NSGP Second Quarterly Progress Report, April – June 2011
- NSGP Third Quarterly Progress Report, July – September 2011
- NSGP Annual Work Plan for 2010
- NSGP Annual Work Plan for 2011
- OoP / UNDP Annual Human Resources Plan for 2011
- UNDP National State Governance Project document 2010 - 2013
- UNDP Afghanistan Democratic Governance Unit Strategic Plan for 2012
- UNDP Support to Centre of Government project 2006 – 2009 final project report
- UNDP Report on a Capacity Building event for senior officials in the Offices of the Presidency Islamic Republic of Afghanistan 23-27/01/2012
- UNDP Draft Project Report - Centre of Excellence (DRAFT) Office of the President-Afghanistan Government Framework and Preliminary Implementation Workplan
- UNDP and CoS Joint Meeting NSGP June 8th 2011 Meeting Minutes
- UNDP Country Programme Action Plan (CPAP) 2010-2013
- United Nations Development Assistance Framework (UNDAF) in support of the Afghanistan National Development Strategy 2010-2013
- USAID Afghanistan Evaluation of Programme Needs in the Office of the President and Ministry of Foreign Affairs, 2008

Interviews with Key Stakeholders

In order to assess the impact of the project to date, a limited number of interviews were held in Kabul with both the project beneficiaries and UNDP staff and officials in the period 12th - 17th February 2012. The aim of these interviews was to analyse the success or otherwise of the project to date in terms of reaching the objectives outlined in the project document.

Interviews were conducted with the following:

- Office of the President: Qahir Haidari - Deputy Chief of Staff, President
- Office of the President: Mohammad Yoasof - Chief of Staff, First Vice President
- Office of the President: Basir Abas - Chief of Staff, Second Vice President

- Office of the President: Amir Hussaini –Senior Assistant to the Second Vice President
- Office of the President: Ahmad Shakib Bakhshi – Economic Adviser to the First Vice President
- UNDP: Manoj Basnyat – Country Director *[video conference]*
- UNDP: Jan-Jiles van der Hoeven – Senior Deputy Country Director
- UNDP: Masood Amer – Assistant Country Director and Head of Democratic Governance
- UNDP: Sareer Ahmad Barmat – Project Manager NSGP
- UNDP: Arusha Stanislaus – Support to Parliament Project Manager

Evaluation Findings – Project design

The NSGP document was designed in 2009 following the end of project evaluation of the Support to the Centre of Government (SCoG) project 2006-2009. In addition to a UNDP final project report, further evaluations of the Office of the Prescient and the impact of the project were conducted by DFID and USAID. The UNDP end of project final report and the other evaluations included 'lessons learned' sections and made recommendations.

One of the key recommendations of the UNDP final report on the Support to the Centre of Government project 2006-2009 was *"The first recommendation to be taking into account in designing future projects is to pay particular attention in formulating the project outcome in less ambitious terms."*

The SCoG project report recommendations also noted that *"The SCOG project has put in place the infrastructure and initiated projects that will enable further streamlining if processes and organization simplification. Follow-on work should be organized in three domains: IT, Process Improvement and Organisation / HR / Training".*

The UNDP project document designed for the NSGP had three components:

1. Organisation and Administrative Capacity
2. Policy Analysis and Communication
3. Crisis Management and Infrastructure

Some of the project implementation challenges in 2010 and 2011 stem from the fact that the NSGP design lacked a clear and coherent focus and a specific and realistic role for UNDP within the broader workings of the Office of the President and failed to fully take on board the lessons learned and the recommendations made in the SCOG final project report.

This mid-term evaluation highlights the fact that the NSGP project design was overly ambitious. In particular, the large infrastructure component in Output 3 did not follow on from the recommendations made from the evaluation of the previous project and this component of the new project would always be challenging to implement.

In addition, the broad project design, with a significant proportion of the project design allocated to infrastructure expenditure, could be deemed to be a factor in the challenges faced in resource mobilisation. The total project budget was US$34.5m over four years and UNDP was able to commit to funding only approximately 14% of total resources required. The wide scope of the project design and the large project budget also raised the expectations of the beneficiaries that a substantial infrastructure component would be implemented and significant funding would be made available to the Office of the President

During the course of 2010 and in 2011 it became apparent to UNDP that there would be a significant shortfall in project resources. Although discussions on revising the project document were held and project revisions drafted in order to realign the project within a newly realistic project budget, a revised project document was not formally approved by UNDP and therefore the original project document remains in place.

The fact that there is no revised project document in place has partly contributed to the lack of project focus and the challenges faced by the project team in implementing activities in 2011.

Evaluation Findings – Project Management

One the greatest challenges faced by the project in 2010 and 2011 was in the area of project management.

The project document was signed in January 2010 but there were significant problems recruiting a project manager for the NSGP which meant that for the initial 10 months of the project, no project manager was in place. This had a major impact on proposed project activities for 2010 with few of the proposed activities being implemented.

The fact that no activities were undertaken, except for efforts by the UNDP Governance Team to recruit a project manager, during the first three of the eight quarters of the project cycle under review in this evaluation, underlined the impact that the challenges in project management have had on the implementation of the project in the period under review.

In addition, the UNDP final report on the Support to the Centre of Government project 2006-2009 noted that *"... it is extremely difficult to achieve sustained organisation change without frequent face-to-face interaction at the leadership (sponsor) level."* Although the NSGP quarterly reports note the need to form a project board and for this board to meet regularly, this has not happened. One meeting has been held between senior officials in the OoP and UNDP to discuss the project and the way forward for the project. The meeting was held in June 2011 and discussed the need for the project to be revised and the shortcomings of the current project design and emphasis.

When the project manager was appointed in October 2010, activities did begin to be implemented and some progress was made. No project quarterly reports were produced in 2010 but project quarterly reports were produced for the first three quarters of 2011. At the time of writing this evaluation report in February 2012, the final quarterly report for 2011 had yet to be produced.

Despite the overall weakness of project management during the period 2010 and 2011, the beneficiaries noted their general satisfaction with the level of informal communication between the OoP and the UNDP project team / the UNDP Country Office through face to face meetings, e-mail and telephone. The beneficiaries also noted the improvement of communication and project visibility when the project manager was appointed and the fact that he had two offices within the complex of the OoP which made him easily accessible and facilitated daily communication between the NSGP and the beneficiaries.

Evaluation Findings – Relevance and Appropriateness of the project

Since 2005, UNDP has been working directly with the Office of the President. This continued support to a key institution of state highlights the fact that UNDP recognises that the Office of the President plays a key role within the governance structure of Afghanistan and in facilitating development in the country.

The NSGP document rightly notes that *"the Office of the President (CoS, OAA) is the locus of management and governance".* In addition to the direct importance of strengthening national state institutions, the importance of having a strong and effective Office of the President to coordinate and oversee all Government activity, impacts upon projects being implemented across all UNDP focus areas.

In the period 2005-2009, UNDP implemented a Support to the Centre of Government project 2006-2009 and the final project report for this project notes the need for continued UNDP support for the OoP.

In addition, the project was relevant, appropriate and strategic to UNDP's mandate and also complemented Outcome 3 of the UNDAF Priority Area for Good Governance, Peace and Stability, that is *"The institutions of democratic governance are integrated components of the nation-state".*

The UNDP Country Project Action Plan (CPAP) 2010-2013 has a specific programme component on the issue of Strengthening Democratic Governance Programme, Component 2, that aims to assist in ensuring that *"National, regional and local levels of governance expand their capacities to manage the equitable delivery of public services and support conflict reduction"* and that *"The state has improved ability to deliver services to foster human development and elected bodies have greater oversight capacity."*

In addition, the central role of the Office of the President in coordinating Government activity and ensuring national development is outlined in the oversight structure (Figure 2.1, page 52) of the ANDS.

It can therefore be concluded that it was appropriate and relevant for UNDP to be working on a National State Governance project with the OoP.

Evaluation Findings – Effectiveness and Efficiency of the Project

Some of the challenges in implementation that have impacted on the effectiveness and efficiency of the project have already been outlined in the evaluation findings relating to project management and project design.

Despite the project being signed in January 2010, no project activities were implemented until the final quarter of 2010 when a project manager was finally in place.

In addition to the project management challenges, the effectiveness and efficiency of the project was impacted by the project working within the challenging political environment of the OoP, the difficulty in coordinating with the Chief of Staff's Office, the Offices of the Vice Presidents and the OAA and the dynamics that stem from the fractured organisational structure of the OoP. Certain activities, in particular those relating to developing improved policy making processes, were directly impacted by the internal political dynamics of the OoP. As in all countries, working within a highly sensitive and political environment such as the OoP carries potential implementation risks. These risks were partially outlined in the NSGP document in the risk log but could have been further elaborated upon.

The project document also explicitly states that the NSGP is aimed both at the Office of the Chief of Staff and the OAA within the OoP. However, due to the internal working dynamics of the OoP, the project was unable to engage the OAA which subsequently impacted on the implementation of proposed project activities and the effectiveness and efficiency of the project as a whole.

The effectiveness of the project was also affected by difficulties in ensuring that the project beneficiaries fully understood the new focus of the NSGP in comparison to the previous SCoG project. As previously outlined in the section of this report relating to project design, the large scale of the project budget raised beneficiary expectations not only in terms of the potential for infrastructure development but also that a proportion of the large project budget could be utilised to cover salary payments for selected OoP staff despite this being specifically excluded in the NSGP document.

However, despite these significant challenges, it should be noted that the NSGP has successfully implemented a number of activities. In the final quarter of 2010, the NSGP project manager and selected OoP staff attended a study tour of Kazakhstan and in 2011 a number of activities were implemented, most notably ICT training for OoP staff and undertaking a full capacity needs assessment of the OoP.

In late 2011, preparations were also put in place for a study tour of the UK which took place in the first quarter of 2012.

Evaluation Findings – Impact and Sustainability of the Project

To date, there has been limited progress towards achieving the expected project outcome or outputs, and, in direct terms, the project has had limited impact on the way in which the OoP operates.

Due to the challenges outlined in previous sections, most notably the lack of available resources and the difficulties in recruiting a project manager in 2010, few of the proposed project activities have been implemented.

Limited activities were implemented in 2011 including undertaking a capacity assessment of the OoP, developing ICT plans and preparation for providing exposure for selected OoP staff of other relevant government systems by arranging a visit to the UK.

Therefore, it is possible to conclude that at the mid-point of this four year project, the project activities implemented have thus far had little direct impact on the way in which the OoP operates in February 2012 in comparison to January 2010 when the project began.

However, whilst direct impact to date has been limited, significant groundwork has been undertaken which should bear fruit and lead to sustainable change in the future. The capacity development assessment undertaken in 2011 provides a base on which to address the OoP capacity challenges. In addition, the exposure to other government systems in early 2012 has created an enthusiasm amongst key staff for reform of the workings of the OoP, and this enthusiasm for reform may go some way towards overcoming in the future some of the internal implementation challenges faced by the project in 2010 and 2011.

Lessons Learned and Recommendations

Although this is a brief mid-term project evaluation and not a comprehensive end of project evaluation, it is possible and timely to analyse some lessons that have been learned in terms of the project in 2010 and 2011 and to consider recommendations on the future direction of UNDP support to the OoP.

In general this report concludes that, at this stage, there are four specific recommendations for UNDP to consider:

■ **1.1** UNDP should consider either closing down the NSGP or significantly redesigning the current project. A new project with the OoP or a redesigned NSGP should be more focussed and realistic and ensure that beneficiary expectations are in line with realistic deliverables;

■ **1.2** In any new project document or in a revised project document, there is a need to ensure that activities focus on UNDP strengths such as the provision of technical assistance, capacity development and the ability to use its global network and influence to provide relevant comparative examples. A large infrastructure component should not be included in a revised or new project document.

■ **1.3** The new or revised project document needs to take into account the current challenges of coordinating the internal work of the OoP between the four sections (Chief of Staff's Office, Office of VP 1, Office of VP 2 and OAA) and consider any possible assistance that UNDP can provide in reforming the workings of the OoP to allow it to better fulfil its constitutional mandate;

■ **1.4** The new or revised project document should consider focussing UNDP support to the OoP on a limited number of key areas including:
  ➢ Organisational reform to provide a more effective and enabling administrative environment for the OoP to fulfil its mandate;
  ➢ Providing support to state committees and the secretariat of state committees to make them more effective in fulfilling their functions;
  ➢ Providing support to improve communication and information sharing between the OoP and Ministries;
  ➢ Providing support for increased citizen engagement with the OoP.

ANNEX A – NSGP Project Document

United Nations Development Programme

Afghanistan Country Office

National State Governance Project (Support to the Office of Presidency)

Project Document

I. SITUATION ANALYSIS

Afghanistan is a nation struggling to emerge from a generation of conflict which while visibly reduced since 2001, manifests itself frequently as a stark reminder of the continued fragility of the state. But despite the ongoing constraints to progress in state-building, clear markers of success are evident. As noted in the UNDP Country Programme Document (CPD) for 2010-2013 the foundation for a viable, sustainable new democracy has been laid and a new constitution adopted. Critically, since 2001, two presidential elections have been held along with provincial and parliamentary elections. Public administration reform has been afforded a high priority and services have been gradually restored, while the National Assembly strives to position itself as a credible representative voice of the people and to maintain balance of power with the Executive Branch. And at the provincial levels, despite obvious security problems, provincial governance systems are slowly emerging. Moreover, the Afghanistan National Development Strategy (ANDS) and Afghan Compact have been adopted, outlining priorities and implementation strategies to meet development obligations including achieving the Millennium Development Goals by 2015.

Nevertheless, in spite of good progress in several areas many gaps and challenges remain. According to the Common Country Assessment for Afghanistan, "where issues of governance and conflict…are intricately related", "support to governance factors such as participatory decision-making, strengthening of civil society and public administration reform will have implication for reducing the outbreak of violent conflict, strengthening efforts at poverty reduction". Security, however, remains a huge daily concern, impacting on governance and the government's ability to singularly focus on poverty reduction and promote human development. Growing insecurity and recurrence of violence affects service delivery and the ability of the government to implement sustainable strategies for growth and employment creation. Weak enforcement of and respect for the rule of law is fairly pervasive and in turn has led to distrust of judicial institutions. Corruption is widespread and protection and promotion of human rights under-prioritized. Civil society is still fragile and under-developed and Afghanistan remains a country that is overwhelmingly dependent on foreign assistance. In 2008, 89% of the total national budget was funded from external sources and the development budget is still funded entirely by international donors. Such dependence on external aid clearly has an impact on a government's ability to independently make policy and adopt nationally owned strategies for development and nation-building.

The quality of governance remains a vital indicator of the effective management of the political, economic and social development of the nation and its credible standing in the community of nations. Within the established institutions of state governance in Afghanistan, the Office of the President (CoS, OAA) is the locus of management and governance. And while dedicated support has been provided and is ongoing from multilateral and bilateral donors to other organs of governance, such as to the National Assembly, to the judicial branch and in particular to reforming the civil service, less emphasis and prioritization to date has been placed on strengthening the Office of the President (CoS, OAA). Accordingly, it is the contention of both the Office of the President (CoS, OAA), and reinforced by the international donor community that dedicated capacity building support to the Office of the President (CoS, OAA) is essential to promote the overarching goal of achieving good governance in Afghanistan. Dedicated focus on the Office of the President (CoS, OAA)and its constituent units will help to make it a more efficient and coherent and well-coordinated entity, which critically includes

ensuring more effective and results oriented coordination with the council of ministers, local governance entities and the legislative branch. Through such an overarching approach, it is expected that the Office of the President(CoS, OAA) will be strengthened and that the President in his or her role as both Head of State and Head of Government will more effectively discharge given responsibilities and fulfil his/her required constitutional mandate.

II.   STRATEGY

A. Background

The National State Governance Project (NSGP), 2010-2013, will build from the successes and lessons learned in the UNDP Project 'Support to the Centre of Government Institutions' project (SCoG), which was implemented between 2005-2009 by The Asia Foundation (TAF), through the funding provided by Department for International Development (DFID) and the United States Agency for International Development (USAID). The SCOG, funded at a level of US$16.275 million, focused on building the capacity of the Office of the President (OoP) with an emphasis on streamlining organizational management, installing information management systems, and enhancing capacities for policy analysis, policy making and coordination. In addition to the SCoG project, a parallel UNDP project , funded by DFID, 'Strengthening State-Building through Strategic Government Communications' (SSBSGC) was also implemented, focusing on the Office of the President Spokesperson (OPS). This project also comes to an end in 2009.

Evaluations undertake by both DFID and USAID point to several areas of project successes in the SCoG, including upgrading of facilities and ICT processes and systems, appraising and redesigning administrative processes, including areas of human resource and financial management and the undertaking of general training for staff. Both evaluations are clear, however, on gaps, citing in particular the lack of progress in developing capacities for and understanding of the policy-making process within the OoP as well as a general low sense of common understanding of the notion of collective policy responsibility and common agenda purpose among actors such as the Office of the President and Council of Ministers Secretariat (CoMS). Evaluations and reports have also cited the existing 'tension' between informal and formal approaches to decision making, as well as the existence of 'competing agendas', which could result in policy making and decisions being made without informed, consultative discussions. The evaluations also pointed out the following that are useful to guide the development of the successor project. They include:

➢ A clear lack of a unified vision on role and mandate of the Office of the President and the relationship of the office to other centre of government institutions, including Council of Ministers Secretariat (CoMS) and National Legislature.

- A lack of a clear understanding of the differentiation of roles and responsibilities between the Chief of Staff's Office (CoS) and the Office of Administrative Affairs (OAA).
- In this respect, training was considered generic and undifferentiated
- A lack of planning and monitoring tools and frameworks for guiding the mandates and discharging of responsibilities for the OoP
- A lack of capacities and understanding as well as tools, documentation and knowledge management systems to assist in the area of policy analysis, policy making and policy coordination
- A lack of ownership by stakeholders in the project
- Deficiencies in project management, particularly with respect to the role of the Project Steering Committee.

With respect to the SSBSGC project, the following has been noted for the future:

- Focus on a communications and media strategy linking the OPS with the Government Media and Information Centre (GMIC) for greater public dialogue and put in place mechanisms for two-way communications and public participation
- More effective management of key functions, including media relations, media monitoring, analysis and quality production of news;
- Support effective coordination with and collaboration between line ministries in all aspects of government communications;
- Enhance information flow and communication from the central government to the sub-national level and public information at sub-national levels & increase public information and education at the sub-national level;

B. Areas of Support

The UNDP CP for Afghanistan (2010-2013) is designed to advance and deepen the progress made in the previous cycle in promoting stabilization, state building and governance, and strengthening democratic institutions in the country. The NSGP project is thus designed keeping in mind the UNDAF outcome contributing to 'fostering good governance, peace and stability', while aligned with the ANDS priority of Governance, rule of law and human rights.

UNDP's Programmatic Approach to Promoting Good Governance in Afghanistan

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                    ┌─────────────────────────┐
                    │  Support to Presidential, │
                    │    Parliamentary &        │
                    │  Provincial Elections     │
                    └─────────────────────────┘
         ┌────────────────┼────────────────┐
┌──────────────────┐ ┌──────────────────┐ ┌──────────────────┐
│ Support to the   │ │ Support to the   │ │ Support to Civil │
│ National         │ │ Office of the    │ │ Service Reform & │
│ Assembly (SEAL   │ │ President of     │ │ Anti Corruption  │
│ Project)         │ │ Afghanistan      │ │                  │
│                  │ │ (NSGP)           │ │                  │
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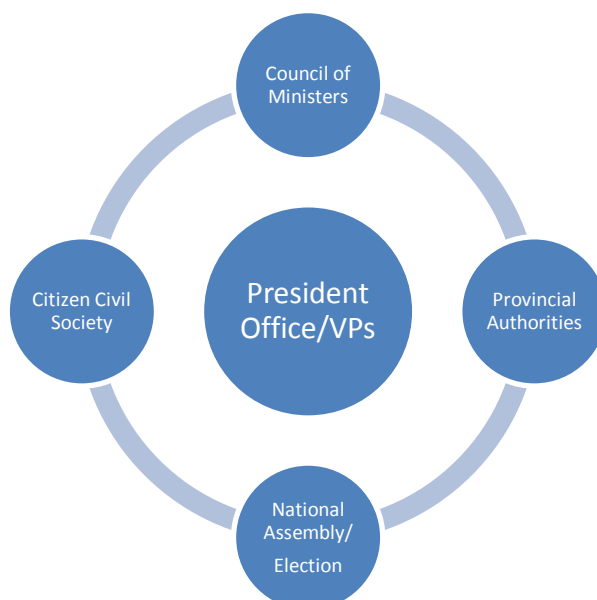
In a nation-state, responsibilities for effective management of the country rest clearly on the actors in the Executive Branch of government. This is where policy is made and implemented, development priorities are weighed, assessed and advanced, services are delivered through a responsive and efficient civil administration, where issues of national security are debated and policies adopted, and where the rest of the nation looks to for management and responsiveness to human and natural crises, disasters and emergencies. At the top of this chain of responsibilities, in Afghanistan, is the Office of the President, and as constitutionally mandated, as both Head of the Government and the Head of State, any individual who holds the office plays a critical role in managing the state and thus requires a great deal of support to effectively discharge his/her responsibilities.

In this context, stakeholders and international donor partners alike are in complete agreement that continuing to focus on strengthening and building capacity in the Office of the President of Afghanistan is an absolute necessity and a sine qua non for reaching the goal as illustrated in the ANDS of achieving good governance, institutionalizing the rule of law and promoting and protecting human rights.

The NSGP project builds on the successes seen and lessons learned in the UNDP SCOG Project, funded by DFID and USAID and implemented during the period of 2005-2009. The project will be synergistic in approach ensuring linkages between relevant branches and layers of government and promoting access to the public at large.

Synergies and Linkages in NSGP

The diagram above reflects the project's approach to promoting coordination and synergy among the critical actors involved in the policy and decision making process, including ultimate beneficiaries, which are the citizens of Afghanistan. The NSGP project will improve coordination with the Council of Ministers Secretariat, highlighted as a critical gap in evaluations conducted. At the same time, it is also clear the Office of the President through its press arm has a significant role to play in both informing the public as well as receiving feedback and consulting with non-state actors on the potential impact of policy decisions.

Capacity Building

The NSGP project will first and foremost be underpinned by a stakeholder led capacity development approach that will cut across and inform all output areas. Capacity development strategies and activities envisaged under this project not only aim to respond to immediate and longer-term needs of human resources but will also focus on capacity building for enhancing substantive policy and management skills. The strategy focuses on people as agents of change but as importantly will focus on the institution of the Office of the President (CoS,OAA), in order to ensure that by introducing and institutionalizing organizational change processes and rationalizing and differentiating roles and responsibilities, of constituent units and embedding as practice, operational rules for greater coordination and coherence of action, regardless of the individuals, *the institution* of the Office of the President (CoS,OAA) will endure as the effective and indispensable cog in the machinery of government.

Coordination

A critical factor that will determine the success of the project is the focus on coordination between the various entities within the OoP (CoS, OAA) as well as coordination with entities

such as the Council of Ministers Secretariat and the National Assembly. At the end of project it should be expected that the following issues, gaps and processes have been significantly improved.

- Firm and institutionalized understanding of roles and responsibilities of entities within the OoP such as the CoS and the OAA
- A common understanding of the policy making process among key stakeholder such as the President, Council of Ministers Secretariat and other line departments
- More effective and institutionalized consultative processes on policy making
- Capacity for strategic analysis and coherent policy formulation
- Greater and immediate access to data and knowledge to inform policy making processes
- More effective monitoring and evaluation by all relevant department in the OoP

B. Outcomes, Outputs & Activities

The outcome that the project aims to reach is '*A Strengthened and Streamlined Office of the President (CoS, OAA) that has Operational Efficiency and Substantial Capacity to Support the President in Delivering on his Constitutional Mandate'*.

To realize this objective, the project will support the achievement of two main outputs, for which detailed activities are illustrated in the Results & Resources Framework:

Output 1: An effective and rationalized organizational and administrative capacity is in place to support the Office of the President (CoS, OAA).

Under Output 1, the project will focus on producing through stakeholder led deliberations a clear operational rules of procedure/guidance that will promote organizational change and delineate the differentiated roles and responsibilities of each unit within the OoP (CoS, OAA).

The DFID commissioned evaluation highlighted confusion about the roles and responsibilities of Office of the President entities (OAA and CoS Office), noting the following: "Chiefly there is no single unified vision among stakeholders of what roles the OAA and CoS should play in supporting the President … we consider this to potentially hamper the overall direction and management of reforms across Government as it places burdens upon other institutions …. There is proliferation of institutions that lead on cross-Government policy and strategy issues ….such proliferation undermine previously established mechanisms and increase the potential for jurisdictional overlap and confusion, but in some cases increases the burden directly on the President (as chair of many of these institutions), and subvert limited skilled Afghan personnel resources."

For the NSGP, the units of primary focus will be Chief of Staff Office (COS) and the Office of Administrative Affairs (OAA) . The Office of the Press Secretary is contained within the

management of the Chief of Staff Office. This project will not prioritize other units in the OoP such as the National Security Council. With regard to understanding clear roles and responsibilities, it is critical that these activities and proposed outputs receive the approval and imprimatur of the President himself in order for the organizational change envisioned to be sustainable and credible.

Under this output, activities will also focus on building up the human resource capacities of the OoP (CoS, OAA) as a whole through stakeholder led feedback to inform organizational staff and training needs assessments. Each unit should clearly have differentiated needs for human resource capacity building based on their differentiated roles and functions. Trainings will include in-house training, mentoring, as well as overseas study tours for learning and sharing knowledge with peers. Keeping in mind the gaps illustrated in the SCoG evaluations, support will also be provided under this output to create a practice of work-planning and monitoring and evaluation for the OoP (CoS, OAA)as a whole and for its constituent units.

The president's agenda management and planning and implementation of work over an annual basis are a critical feature of an efficient administration. In this regard, an important area of support under this output will be in installing UNDP's SIGOB system. The "System of Information for Governability – SIGOB", a UNDP developed MIS package has been successfully implemented in more than 19 countries in Latin America, Asia and Eastern Europe. The SIGOB system will enable more effective management of the planning and functional needs of the OoP.

Output 2: The President's Office has a functional and competent policy analytical, advisory and communicative capacity to support the Office's Constitutional Mandate and to be accountable and responsive to the citizenry.

The lack of a competent and functional policy facilitation process within the OoP (CoS, OAA) was identified by evaluations of the SCoG as a priority need. In this regard, Output 2 will focus greatly on building up process, systems and coordination mechanisms to ensure greater and more efficient policy facilitation processes, analytical and formulation capacities and as importantly, coordination processes with other parts of the governmental system, in particular with the Council of Ministers Secretariat and as well with the National Assembly.

NSGP will not be the only project over the next few years, focusing on creating a Policy Analysis Unit (PAU) or a Policy Support Team (PST) as has been preliminarily proposed. There are other ongoing projects, namely, a USAID project that is also expected to focus on building policy capacity in the OoP. The NSGP will work closely with the Chief of Staff Office, which will coordinate the engagement and work with similar projects. At the end of the day, the NSGP seeks to work with partners in order to achieve the ultimate goal of establishing clear capacity for policy making within the Office of the President. Moreover, in order not to duplicate but to complement the roles of parallel support, NSGP will place even more emphasis on adding value in areas of UNDP competence and mandate, namely, with respect to ANDS development goals and priorities and the ANDS influenced MDGs.

Rationalization of functions with regard to policy capacity is also required. It is understood that both the Chief of Staff's Office and the Office of the Administrative Affairs have policy directorates. Moreover, with respect to the ANDS, within the OoP, it is the Vice-President's office that has the mandate for liaising and coordination. Such roles and responsibilities need to be rationalized as part of the overall effort to improve organizational efficiency. In this respect, given the hitherto under-prioritization of the Vice President's office as well as the Council of Minister's Office under the previous projects, NSGP will provide direct support to both these offices with respect to building their capacities to discharge their responsibilities under their mandates.

There is currently a proliferation of functions and responsibilities within the GoA and often duplicated, with respect to data and knowledge management on development and policy indicators. Focus within this output will emphasize the need for better coordination and adopt systems and processes for easy access to data and knowledge for the purposes of policy planning and monitoring. Currently, despite systems such as AFMIS, DAD, CMRS etc. there is no government-wide Management Information System for planning/Programming and Reporting of government performance. The Chief of Staff has repeatedly noted the extreme difficulty of collecting reliable and timely data from line ministries for presentation to the legislature.

SIGOB, mentioned earlier, also will provide the electronic infrastructure for planning and reporting on government performance with a wide range of State institutions (linking the Office of the President with the National Assembly –Government Legislative Plan- and Electronic Bill Tracking System and the line ministries with inter-operability with AFMIS and DAD.

A final target within this output will be on modernizing the archival and documentation system currently in use. The SCoG project, through its business processes re-engineering component, streamlined the basic work flows of the support functions in OAA and CoS. Nevertheless, the Office of the President still lacks a specific Documentation Centre to support the Cabinet Secretariat for keeping records of all the government decisions (minutes of Council of Ministers, preparatory documents of cabinet decisions, presidential decrees, bills, international treaties, Inter-ministerial committee's minutes and their preparatory documents etc.)

The Project scope will, however, not include the Government Historic Archives which, by definition, falls under the National Archives department of Ministry of Information Culture and has no direct link to improvement of the President's Office / Cabinet Secretariat.

Output 3: The Office of the President Establishes a Rapid Response Unit for Crisis Management in response to emergency crises

The project will facilitate the design, legal framework and rationale and institutionalization, including training and capacity building for management, disbursement and monitoring, of an

Emergency Crisis and Response Division under the auspices of the OoP. The ECRD will be modelled along similar agencies in other countries such as Emergency Crisis Response Unit within the Office of the Prime Minister in India, and others. The government currently has no specialized agency or provision to respond rapidly and effectively emerging crises, disasters and man-made security related emergencies such as acts of terror, which leave many victims but little that the government can do in terms of aid and comfort to bereaving families. To date, the interim solution of using the contingency line (code 99) of National Budget has proven to be impractical.

UNDP will work with the OoP and other donors to solicit regular contributions for the management and fund requirements of the ECRD. UNDP's response to this request from the Office of the CoS is derived from its mandate and comparative advantage in capacity building of national institutions in the area of Crisis Prevention and Recovery (CPR). Special attention will be paid to the soundness of the financial management and reporting system of the Relief Fund in order to have reasonable assurance that the funds are used for the purpose they are allocated for.

It is also evident that the Office of the President, specifically the OAA given its mandate, requires support to better and more effectively manage assets that belong to the Office. These include palaces, hotels and other infrastructure. NSGP will work closely with the OAA in developing plans for assessing and managing inventories and assets and to assist the OoP to better manage such assets for benefit of the state.

Partnerships

In addition to working closely with complementary projects such as the USAID project, NSGP will work diligently to work with local partners such as Kabul University and other academic institutions such AREU on the policy making front. To the greatest extent possible local capacity also be recruited to assist in the policy making and organizational focus areas, such as engaging young local economists, political scientists and budget analysts. Linkages and twinning arrangements will be established with Chief of Staff Offices and Administrative Offices in other countries for learning and exchange. UNDP projects under the programme portfolio will also be useful sources of capacity building and for greater coordination, such as the SEAL project on the National Assembly; IDLG and its UNDP support ASGP project. The project will also work closely with donor partners to enable contacts in their respective countries for learning, study tours, training and capacity building.

III.   RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework:
3. *Government has improved ability to deliver services to foster human development and elected bodies have greater oversight capacity*

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:

Applicable Key Result Area (from 2008-11 Strategic Plan): Strengthening Responsive Government Institutions

Partnership Strategy: The project will work closely with the Office of the President (CoS,OAA)which will be the National Implementing Agency. Project activities will be managed and monitored through the Project Board. Partnerships will be established with Chief of staff Offices and Administrative Offices in other countries for learning and exchange and building of capacity; Research institutions and academic entities will be employed to assist with areas such as policy facilitation; to the greatest extent possible the project will focus on building national capacity and utilizing national human resources

Project title and ID (ATLAS Award ID): National State Governance Project (NSGP)

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
Output 1: An effective organizational and administrative capacity is in place to support the Office of the President (CoS, OAA) Baseline: 1. Absence of an organic law, vision, mission statements, terms of references and clear mandates for different units working within the OP	Targets 1.1 Review of Presidential Administration and a new organic law / operational procedures for the Office of the President is approved	1.1.1 Organization capacity and management arrangements of the Presidential Administration are reviewed and new organic law & ROP and Operations frameworks for OP is comparatively assessed and drafted ▪ *Comparative studies undertaken* ▪ *Study tours take place and advisory visits to OP are effected* ▪ *seminar(s) to explore options are held in country*	OoP (CoS, OAA) , UNDP	*Short-term Consultancies: $500,000* *Overseas Study Tours/Advisory Visits: $700,000*

2. Lack of or ill-defined operational/functional procedures for each unit and for effective coordination between such units.
 	
3. Lack of clear Human Resource Policy for OP.
 	
4. Lack of a system to manage President's Agenda and Planning
 	
Indicators:
 	
1. A new organic law for defining the mandate and functions of the OP and the differentiated functions of its constituent units, is approved.
2. Operational & Performance Procedures in place to guide and monitor the differentiated functions and roles of the OP
3. SIGOB system in place and operational and utilized
4. Staff trained in administrative management
	(2010)
	
	1.2. Unit specific and general HR and Staff training plans, including for high-level management for all units and respective divisions, including Chief of Staff, OAA & OPS within the OP, adopted and implemented (2010-2013)
	
	1.3 System of annualized work-planning and performance monitoring adopted and implemented (2010-2013) including the installation of UNDP SIGOB System for managing President's agenda, results oriented work-planning, task forces and coordination with other units is in place & functioning
		1.2.1 Unit Specific Staff Training Plans (for OAA and CoS) are developed through a capacity building approach
		▪ *Best practices in training and learning are assessed and debated*
		
		1.3.1 Tailored training for high-level management staff within the OP, including through study tours is undertaken
		  ▪ *Best practices in training for the Afghan environment is assessed*
		  ▪ *Countries and institutions identified where study tours and training can take place overseas.*
		
		1.4.1 HR related training programs are provided and staff capacities upgraded re modern Human Resources Management
		  ▪ *Consultants identified to undertake review and need assessment*
		  ▪ Permanent training coordinator function created in the OOP
		
		1.5.1 Setting up SIGOB for agenda setting, work-planning and performance monitoring system for the OP
		  ▪ *Consultants and systems identified*
		  ▪ *System put In place*
		  ▪ *training and mentoring conducted on SIGOB*
				In country international advisors, long term: $800,000 (Organization & Management Advisor
				
				IT Infrastructure, equipment & Systems: $1,000,000
				
				International Human Resources / Capacity Building Manager ($600,,000))
				
				UNDP SIGOB System Installation and Training and : $800,000
				
				Total: USD 4.4 Million

Output 2: The President's Office has a functional and competent policy analytical, advisory and communicative capacity to support the Office's Constitutional Mandate and to be accountable to the citizenry. Baseline: 1. The OP has no established and functional Policy Advisory Unit 2. Current cadre of ad hoc advisors require formal training 3. Coordination with CoMS, Vice President Office and National Assembly is weak or non existent with respect to policy making 4 OP has no One Stop Shop for data gathering, knowledge and information and policy management, including with respect to the ANDS 5. No government-wide information system for planning and monitoring and reporting is in place, including with respect to the ANDS. 6. There is no standardized and strategic approach to better manage and control the President's	Targets 2.1 Establishment with project partners of a Policy Advisory Unit within the OP (2010-2011) 2.2. Recruitment of 'X' number of policy advisors to be based in the OP and continuous training in house and overseas conducted. (2010-2013) 2.3. The establishment of a data / policy gathering portal within the OP (UNDP SIGOB System in Place and Operational) including mechanisms to coordinate and collect data from relevant ministries, local government, NGOS and research institutions (2010-2011) 2.4. Capacities enhanced in Council of Ministers Secretariat and Vice President Offices for policy making and institutionalizing of formal linkages with, National Assembly and Provincial Units on policy planning, performance	2.1.1 Policy Advisory Unit In Place and Functioning ▪ Comparative studies/analysis of options on Policy Advisory Units ▪ Physical setting up PAU 2.2.1 National & International Policy Advisors, Short and Long Term, Recruited and in Place & Training Takes Place Continuously ▪ Identification of needs and recruitment of advisors ▪ Identify training plan and identify institutions and methods for training 2.3.1. Data / Policy Gathering System and Portal in Place • Assessment for Information and Knowledge Portal is undertaken 2.4.1 The capacities of the CoMS to participate effectively in policy making are enhanced. and a policy planning, implementation and monitoring system including processes and capacities for coordination with CoMS, NA and PG is operational ▪ Best practices on policy coordination and planning are analyzed ▪ Capacity building in CoMS is undertaken for policy making ▪ Systems is drafted for review and approval and staff training is underway	*OoP (CoS, OAA), UNDP,*	*Policy Advisors recruited for Policy Analysis Unit* *(2 x 250,000 x 4 years); US$ 2.0 million* *Overseas Study Tours and Training for Advisory Unit and Staff; US$1,000,0000* *Capacity building and short advisory support for COMs and OVPs One full time policy advisor at 200 x 4 =800,000* *Local Economists for Support to Cos, OOA, COMS and OVP* *4 x 50 x 4=800,000*

communications and public relations agenda & there is a large lack of capacity and skills within the Office of the Press Secretary to communicate policy decisions, reporting on policy, and progress on implementation on a regular and sustained and informed basis. Indicators: -A functional and operational Policy Advisory Unit is in place with competent advisors recruited -units responsible for ANDS related policy planning, including the office of the Vice Presidents are fully capacitated -consultations and communications with CoMS is regularized and institutionalized and CoMS has policy making capacity --The communications office has regular / daily briefings on presidential statements and on outcomes of cabinet meetings and has the ability to be able to response rapidly to communicate on breaking news and emerging policy developments to the press and to the public.	management and reporting on implementation. (2010-2011) 2.5. The Office of the Press Secretary is fully capacitated to fulfil its mandate as the communicative organ of the OP on issues of policy and development, and in particular emphasizing linkages with non-state actors and citizens.	2.5.1 The Office of the Press Secretary is fully capacitated and effectively discharging its responsibilities. • Assessment & Training takes place on a continuous needs based basis • A Communications Strategy for dealing with the GMIC and the rest of government, including at the provincial level and the citizenry is debated and drafted		*Documentation & Archiving System : 1,000,000* *Documentation/Archiving Consultant 600,000* *Data Gathering System in Place and Implemented:* *500,000 (system); 500,000 technical advisory support (total 1 million)* *Office of Presidential Spokesperson has dedicated Advisor* *150,000 x 4yrs = 800,000* *Overseas study tours/trainings for OPS* *500,000 (over 4 years)*

				Total for 4 years: US$* *8.5. million US$
Output 3: The Office of the President Establishes a Rapid Response Unit for Crisis Management in response to emergency crises Baseline: 1. The Office of the President does not have the capacities either operationally, legally and financially to respond rapidly to emerging natural and man-made crisis. 2. The Assets of the Office of the President are audited and better managed Indicators: -the ECRD is operational and well funded -X number / assets of the OoP are reviewed and assessed and	1. Needs for infrastructure and facilities improvement assessed as required (2010-2013). 2. Formal policy and management processes instituted on utilizing and managing OoP assets for benefit of the nation (2011-2013) 3. A Presidential Emergency Crisis & Response Division is established, funded and operational allowing the OP to respond to the needs of citizens.	3.1.1 A ECRD Unit is established and is functional and adequately funded ▪ *Assessment and consultations take place on setting up of similar Crisis Units in other nations with similar political structures* ▪ *A resource mobilization / funding strategy is in place with commitments* 3.2.1 Review of Architectural Master Plan, revisions and updates as required • A infrastructure and facilities and assets assessment is undertaken • Asset Management Policies, Practices are Regularized and Functioning with Dedicated Staff	*OoP (CoS, OAA), UNDP,*	*ECRD Set Up with Operational Funding: $5.0 million* *Short to Long Term Designers/Architects/Engineer(s) for Asset Management Activities: 250,000* *Consultants for ECRD: 250,000* *Total: US$ 5.5 million*

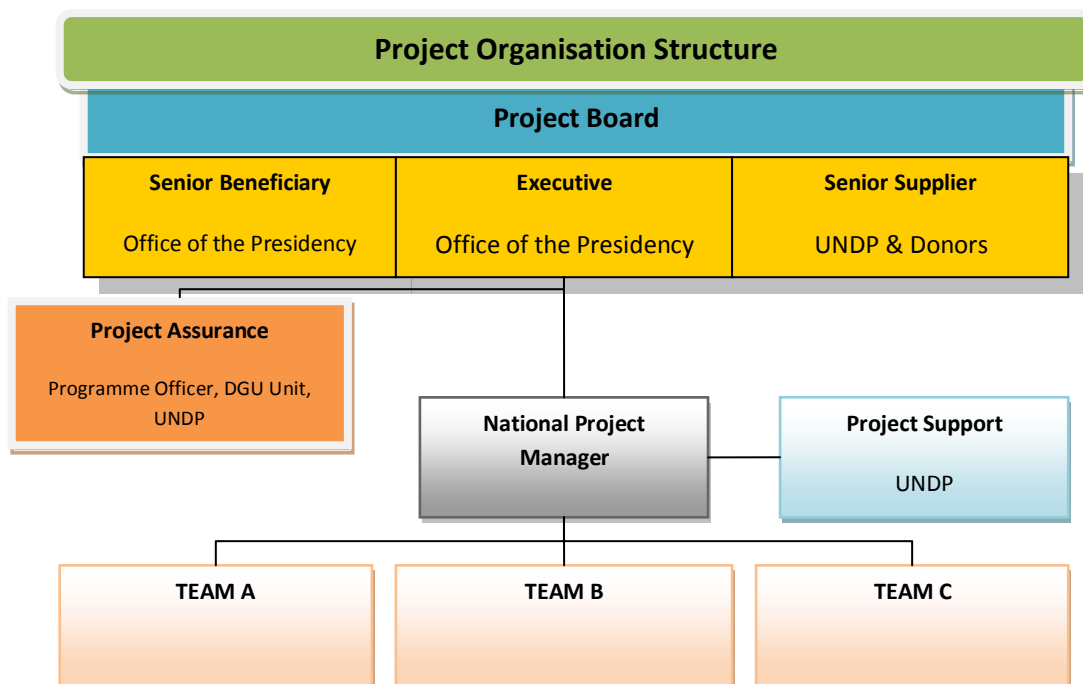| effectively managed for the benefit of the state.				*Project Management cost: 1,000.000* *Totals for Entire Project Cycle: Us$ 19,400,.000.*

Multi-Annual Budget Sheet

IV. MANAGEMENT ARRANGEMENTS

The Project will be implemented through the National Implementation Modality (NIM) of UNDP. In accordance with the principles of nationalization, UNDP will assume the role of a technical support agency.

The Office of the Chief of Staff at the Office of President shall be the Government Cooperating Agency for the Project. The COS will be the governmental unit directly responsible for the government's participation in the Project. The COS shall be the Implementing Partner for the Project. The COS designates representative for the Project, who would perform the role and functions of Senior Beneficiary in the Project Board. The representative shall be responsible and accountable for managing the project, including the monitoring and evaluation of project interventions, achieving project outputs, and for the effective use of Project resources. The COS may enter into agreements with other organisations or entities to assist in successfully delivering project outputs.

The management structure described in the chart below is a structure specifically designed to manage the project to its conclusion, and it consists of roles and responsibilities that bring together the various interests and skills involved in, and required by, the project.

Project Board: The Project Board is the group responsible for making by consensus, management decisions for the project when guidance is required by the Project Director, including recommendation for UNDP/Implementing Partner approval of project plans and revisions. In order to ensure Executive's ultimate accountability, Project Board decisions shall be made in accordance to standards that shall ensure management for development results, best value for money, fairness, integrity, transparency and effective international competition. In case a consensus cannot be reached within the Board, final decision shall rest with the Executive. In addition, the Project Board shall play a critical role in project evaluations by quality assuring the evaluation process and products, and using evaluations for performance improvement, accountability and learning. Project reviews by Project Board shall be made at

designated decision points during the running of the project, or as necessary when raised by the Project Director. The Project Board shall be consulted by the Project Manager for decisions when Project Director's tolerances (normally in terms of time and budget) have been exceeded (flexibility). Based on the approved annual work plan (AWP), the Project Board may review and approve project quarterly plans when required and authorizes any major deviation from these agreed quarterly plans. The Project Board shall be the authority to sign off the completion of each quarterly plan as well as to authorize the start of the next quarterly plan. It will ensure that required resources are committed and will arbitrate on any conflict within the project or will negotiate a solution to any problem between the project and external bodies.

This group is constituted of the following posts:

- The Executive (COS & UNDP) is ultimately responsible for the Project, supported by the Senior Beneficiary and the Senior Supplier. The Executive represents ownership of the Project and chairs the group.
- The Senior Beneficiary (COS) represents interests of those who will ultimately benefit from the project and ensures the realisation of the project benefits from the perspective of project beneficiaries.
- The Senior Supplier (UNDP and Donors) represents the interests of the parties concerned which provide funding and/or technical expertise to the project. The Senior Supplier's primary function within the Project Board is to provide guidance regarding the technical feasibility of the project.
- The National Project Director shall serve as the Secretary to the Project Board.

Project Assurance: Project Assurance is the responsibility of each Project Board member; however the role can be delegated. The project assurance role supports the Project Board by carrying out objective and independent project oversight and monitoring functions. This role ensures appropriate project management milestones are managed and completed. Project Assurance has to be independent of the Project Director; therefore, the Project Board cannot delegate any of its assurance responsibilities to the Project Director.

National Project Manager: The Project Manager has the authority to run the project on a day-to-day basis on behalf of the Implementing Partner within the constraints laid down by the Board. The Project Manager is responsible for day-to-day management and decision-making for the project. The Project Director's prime responsibility is to ensure that the project produces the results (outputs) specified in the project document-, to the required standard of quality and within the specified constraints of time and cost. The Project Manager shall report to the COS/OoP for deliverables of the project.

Project Support: This role provides project administration, management and technical support to the Project Manager as required by the needs of the project or Project Director. It is necessary to keep Project Support and Project Assurance roles separate in order to maintain the independence of the Project Assurance role.

A standard Letter of Agreement (LoA), will be signed between the Implementing Partner and UNDP as per UNDP programming guidelines. The Implementing Partner will take the lead role in managing the project with an aim to take the ownership, and be accountable for the implementation of the project. It will follow due transparent and competitive processes as per the GOA rules and procedures, and will keep informed UNDP with proper documentation.

Project Management Team: The Project Management Team shall consist of Project Manager(National), Deputy Project Manager(National – 1), Component Managers (National – 3), Project Implementation Advisors, Operations Manager (National – 1), Monitoring & Evaluation Specialist (National – 1), Project Associate (National – 1) and Project Staff to support the Project Management Team in areas of project management, financial management, procurement,

human resource management, asset management and general administration. The Project Management Team, under the overall management of the Project Manager, has the direct responsibility for the management, monitoring and evaluation of the implementation of project activities. The project team is organized in output based component clusters delivering the results under the respective components.

The project will develop an Operational Manual for the project specifying the roles and responsibilities of the members of the project management team and the procedures to be followed by the project for recruitment, placement, mobilization and performance assessment of internationals and nationals under the project. The fundamental principle of government being in lead shall be adhered.

UNDP Country Office

UNDP will support resource mobilization for the project, ensure that the necessary staff and other inputs be available at its Country Office in support to the Project, as required.

Engaging in all of the stated requires extensive preparatory work, negotiations, follow-up support, continued monitoring of additional elements and expenditures, review of work plans and reports, coordination as well as dialogue with government partners and donor agencies. This requires considerable engagement of the UNDP Country Office and Headquarters' senior international and national staff including operational and oversight management units.

The procurement of goods and services and the recruitment of project personnel by the UNDP Country Office shall be in accordance with the UNDP regulations, rules, policies and procedures.

VII. MONITORING FRAMEWORK AND EVALUATION

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle

- ➢ On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- ➢ An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- ➢ Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- ➢ Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- ➢ a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- ➢ a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- ➢ **Annual Review Report**. An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the

QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.

➢ **Annual Project Review**. Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

➢ **Final Project Evaluation**: a final project evaluation will be undertaken to measure the impact of support provided to the Presidential Administration of Afghanistan

Audit Arrangements

The project audit will be carried out as per UNDP rules and regulations (audits managed by the UNDP Office of Audit and Performance Review).

VIII Risk Log

Expected Results (Outcomes and Outputs)	Benchmarks and Targets	Description of Risk	Likelihood of Occurrence	Impact on Planned Results	Risk Mitigation Strategy (responsible party)
Output 1: An effective organizational and administrative capacity is in place to support the Office of the President	Review of Presidential Administration and a new organic law / operational procedures for the Office of the President is approved (2010) Unit specific and general HR and Staff training plans, including for high-level management for all units and respective divisions, including Chief of Staff, OAA & OPS within the OP, adopted and implemented	Funding shortage during project implementation, which would immediately impact on the ability of the project to produce required output	Medium	High	Promptly alert all major donors about the potential funding shortage and secure a financial buffer. Involve the President's Office during the overall fundraising process
		Insufficient capacity to hold the project under National Implementation Modality	Medium	Medium	Develop the capacity in order to start a National Implementation
		Insufficient ownership by the designated institution resulting in lack of sustainability of results of activities' implementation	Medium	Medium	Continue to work with OoP's senior staff to ensure the enforcement of the activities through a permanent dialogue and, if necessary, training sessions

Output 2: The President's Office has a functional and competent policy analytical, advisory and communicative capacity to support the Office's Constitutional Mandate and to be accountable to the citizenry.	Establishment with project partners of a Policy Advisory Unit within the OP (2010-2011)	Project staff leave the Project and institutional capacity/memory remain weak	Medium	High	Encourage project staff to work with the relevant departments of OoP to ensure skill transfers made to the existing staff
	The establishment of a data / policy gathering portal within the OP (UNDP SIGOB System in Place and Operational) including mechanisms to coordinate and collect data from relevant ministries, local government, NGOS and research institutions	Lack of confidence of donors in accountability and transparency of the Project mechanisms leading to withdrawal or reduction of contributions	Medium	Medium	Significant improvement in monitoring instruments, new benchmarks. In addition the engagement of a monitoring agent would support the process
	Capacities enhanced in Council of Ministers Secretariat and Vice President Offices for policy making and institutionalizing of formal linkages with, National Assembly and Provincial Units on policy planning, performance management and reporting on implementation. (2010-2011)				
Output 3: The Office of the President Establishes a Rapid Response Unit for Crisis Management in response to	1. Needs for infrastructure and facilities improvement assessed as required (2010-2013). 2. Formal policy and management processes instituted on utilizing and managing OoP assets for	Security constraints hinders activities and project coordination by professionals coming from abroad	Medium	Medium	Develop various options and partners to enable the work, eventually with remote interventions

emergency crises	benefit of the nation (2011-2013) 3. A Presidential Emergency Crisis & Response Division is established, funded and operational allowing the OP to respond to the needs of citizens.	Delay in procurement Process	Medium	Medium	Concrete assessment to be undertaken

Quality Management for Project Activity Results

OUTPUT 1: Output 1: An effective organizational and administrative capacity is in place to support the Office of the President (CoS,OAA)		
Activity Result 1 **(Atlas Activity ID)**	*Strengthening OoP Capacity*	Start Date: 2010 End Date: 2013
Purpose	To improve organizational, management and administrative effectiveness of the Office of the President, so that regardless of personnel the Office will run efficiently and effectively.	
Description	▪ *Comparative studies undertaken* ▪ *Study tours take place and advisory visits to OP are effected* ▪ *seminar(s) to explore options are held in country* ▪ Setting up SIGOB system	
Quality Criteria	**Quality Method**	**Date of Assessment**
A new organic law for defining the mandate and functions of the OP and the differentiated functions of its constituent units, is approved and Operational & Performance Procedures in place to guide and monitor the differentiated functions and roles of the OoP	Direct monitoring and assessment of the achievements and its impact	Regularly

Output 2: The President's Office has a functional and competent policy analytical, advisory and communicative capacity to support the Office's Constitutional Mandate

and to be accountable to the citizenry.		
Activity Result 1 **(Atlas Activity ID)**	*Upgrading policy & communication capacity of OoP*	Start Date: 2010 End Date: 2013
Purpose	To provide technical assistance and capacity building programs to office of President spokesperson and to strengthen policy planning, analysis, monitoring and coordination in the office of president.	
Description	▪ *Establishment of policy advisory Unit* ▪ *Establishment of data gathering system* ▪ *A system of planning, performance management and reporting established* ▪ *Providing of capacity building programs to The Office of Presidential Spokesperson*	

Quality Criteria	**Quality Method**	**Date of Assessment**
A functional and operational Policy Advisory Unit is in place with competent advisors recruited --The communications office has regular / daily briefings on presidential statements	Direct monitoring and assessment of the achievements and its impact	Regularly

Output 3: The Office of the President Establishes a Rapid Response Unit for Crisis Management in response to emergency crises		
Activity Result 1 **(Atlas Activity ID)**	**Capacity building of OoP in crises Management**	Start Date: 2010 End Date: 2013
Purpose	**Establishment of Emergency Crisis Response Division**	

Description	Description	
	-To support the office of President in responding emergency crises in accordance of OoP mandate. -Building capacity of OoP in discharging its constitutional mandate with regards to operating ECRD and resources mobilization	
Quality Criteria	Quality Criteria	Quality Criteria
-the ECRD is operational and well funded -X number / assets of the OoP are reviewed and assessed and effectively managed for the benefit of the state.	Regular monitoring and assessment.	Regularly

V.   LEGAL CONTEXT

General responsibilities of the Government, UNDP and the executing agency (when applicable)

1. All phases and aspects of UNDP assistance to this project shall be governed by and carried out in accordance with the relevant and applicable resolutions and decisions of the competent United Nations organs and in accordance with UNDP's policies and procedures for such projects, and subject to the requirements of the UNDP Monitoring, Evaluation and Reporting System.

2. The Government shall remain responsible for this UNDP-assisted development project and the realization of its objectives as described in this Project Document.

3. Assistance under this Project Document being provided for the benefit of the Government and the people of Afghanistan, the Government shall bear all risks of operations in respect of this project.

4. The Government shall provide to the project the national counterpart personnel, training facilities, land, buildings, equipment and other required services and facilities.   It shall designate the Government Co-operating Agency (hereinafter referred to as the "Co-operating Agency"), which shall be directly responsible for the implementation of the Government contribution to the project.

5. The UNDP undertakes to complement and supplement the Government participation and will provide the required expert services, training, equipment and other services within the funds available to the project.

6. Upon commencement of the project, the Executing Agency (UNDP) shall assume primary responsibility for project execution and shall have the status of an independent contractor for this purpose. However, that primary responsibility shall be exercised in consultation with UNDP and in agreement with the Co-operating Agency. Arrangements to this effect shall be stipulated in the Project Document as well as for the transfer of this responsibility to the Government or to an entity designated by the Government during the execution of the project.

(a)   Participation of the Government

7. The Government shall provide to the project the services, equipment and facilities in the quantities and at the time specified in the Project Document. Budgetary provision, either in kind or in cash, for the Government's participation so specified shall be set forth in the Project Budgets.

8. The Co-operating Agency shall, as appropriate and in consultation with the Executing Agency (UNDP), assign a director for the project on a full-time basis. He shall carry out such responsibilities in the project as are assigned to him by the Co-operating Agency.

9. The estimated cost of items included in the Government contribution, as detailed in the Project Budget, shall be based on the best information available at the time of drafting the project proposal. It is understood that price fluctuations during the period of execution of the project may necessitate an adjustment of said contribution in monetary terms; the latter shall at all times be determined by the value of the services, equipment and facilities required for the proper execution of the project.

10. Within the given number of person-months of personnel services described in the Project Document, minor adjustments of individual assignments of project personnel provided by the Government may be made by the Government in consultation with the Executing Agency, if this is found to be in the best interest of the project. UNDP shall be so informed in all instances where such minor adjustments involve financial implications.

11. The Government shall continue to pay the local salaries and appropriate allowances of national counterpart personnel during the period of their absence from the project while on UNDP fellowships.

12. The Government shall defray any customs duties and other charges related to the clearance of project equipment, its transportation, handling, storage and related expenses within the country. It shall be responsible for its installation and maintenance, insurance, and replacement, if necessary, after delivery to the project site.

13. The Government shall make available to the project - subject to existing security provisions - any published and unpublished reports, maps, records and other data, which are considered necessary to the implementation of the project.

14. Patent rights, copyright rights and other similar rights to any discoveries or work resulting from UNDP assistance in respect of this project shall belong to the UNDP. Unless otherwise agreed by the Parties in each case, however, the Government shall have the right to use any such discoveries or work within the country free of royalty and any charge of similar nature.

15. The Government shall assist all project personnel in finding suitable housing accommodation at reasonable rents.

16. The services and facilities specified in the Project Document which are to be provided to the project by the Government by means of a contribution in cash shall be set forth

in the Project Budget. The Government shall make payment of this amount to the UNDP in accordance with the Schedule of Payments.

17. Payment of the above-mentioned contribution to the UNDP on or before the dates specified in the Schedule of Payments by the Government is a prerequisite to commencement or continuation of project operations.

(b)   Participation of the UNDP - the executing agency

18. The UNDP shall provide to the project the services, equipment and facilities described in the Project Document. Budgetary provision for the UNDP contribution as specified shall be set forth in the Project Budget.

19. The Executing Agency shall consult with the Government and UNDP on the candidature of the Project Coordinator a/ who, under the direction of the Executing Agency, will be responsible in the country for the Executing Agency's participation in the project. The Project Manager shall supervise the experts and other agency personnel assigned to the project, and the on-the-job training of national counterpart personnel. He shall be responsible for the management and efficient utilization of all UNDP-financed inputs, including equipment provided to the project.

20. The Executing Agency, in consultation with the Government, shall assign international staff and other personnel to the project as specified in the Project Document, select candidates for fellowships and determine standards for the training of national counterpart personnel.

21. Fellowships shall be administered in accordance with the fellowships regulations of the Executing Agency.

22. The Executing Agency may, in agreement with the Government, execute part or the entire project by subcontract. The selection of subcontractors shall be made, after consultation with the Government, in accordance with the Executing Agency's procedures.

23. All material, equipment and supplies which are purchased from UNDP resources will be used exclusively for the execution of the project, and will remain the property of the UNDP in whose name it will be held. Equipment supplied by the UNDP shall be marked with the insignia of the UNDP.

24. Arrangements may be made, if necessary, for a temporary transfer of custody of equipment to local authorities during the life of the project, without prejudice to the final transfer.

25. Prior to completion of UNDP assistance to the project, the Government, the UNDP shall consult as to the disposition of all project equipment provided by the UNDP. Title to such equipment shall normally be transferred to the Government, or to an entity nominated by the Government, when it is required for continued operation of the project or for activities following directly there from. The UNDP may, however, at its discretion, retain title to part or all of such equipment.

26. At an agreed time after the completion of UNDP assistance to the project, the Government and the UNDP shall review the activities continuing from or consequent upon the project with a view to evaluating its results.

27. UNDP may release information relating to any investment oriented project to potential investors, unless and until the Government has requested the UNDP in writing to restrict the release of information relating to such project.

Rights, Facilities, Privileges and Immunities

28. In accordance with the Agreement concluded by the United Nations (UNDP) and the Government concerning the provision of assistance by UNDP, the personnel of UNDP and other United Nations organizations associated with the project shall be accorded rights, facilities, privileges and immunities specified in said Agreement.

29. The Government shall grant UN volunteers, if such services are requested by the Government, the same rights, facilities, privileges and immunities as are granted to the personnel of UNDP.

30. The Executing Agency's contractors and their personnel (except nationals of the host country employed locally) shall:

a) Be immune from legal process in respect of all acts performed by them in their official capacity in the execution of the project;

b) Be immune from national service obligations;

c) Be immune together with their spouses and relatives dependent on them from immigration restrictions;

d) Be accorded the privileges of bringing into the country reasonable amounts of foreign currency for the purposes of the project or for personal use of such personnel, and of withdrawing any such amounts brought into the country, or in accordance with the relevant foreign exchange regulations, such amounts as may be earned therein by such personnel in the execution of the project;

e) Be accorded together with their spouses and relatives dependent on them the same repatriation facilities in the event of international crisis as diplomatic envoys.

31. All personnel of the Executing Agency's contractors shall enjoy inviolability for all papers and documents relating to the project.

32. The Government shall either exempt from or bear the cost of any taxes, duties, fees or levies which it may impose on any firm or organization which may be retained by the Executing Agency and on the personnel of any such firm or organization, except for nationals of the host country employed locally, in respect of:

a) The salaries or wages earned by such personnel in the execution of the project;

b) Any equipment, materials and supplies brought into the country for the purposes of the project or which, after having been brought into the country, may be subsequently withdrawn there from;

c) Any substantial quantities of equipment, materials and supplies obtained locally for the execution of the project, such as, for example, petrol and spare parts for the operation and maintenance of equipment mentioned under (b), above, with the provision that the types and approximate quantities to be exempted and relevant procedures to be followed shall be agreed upon with the Government and, as appropriate, recorded in the Project Document; and

d) As in the case of concessions currently granted to UNDP's personnel, any property brought, including one privately owned automobile per employee, by the firm or organization or its personnel for their personal use or consumption or which after having been brought into the country, may subsequently be withdrawn there from upon departure of such personnel.

33. The Government shall ensure:

(a)   prompt clearance of experts and other persons performing services in respect of this project; and

(b)   the prompt release from customs of:

(i)   equipment, materials and supplies required in connection with this project; and

(ii)   property belonging to and intended for the personal use or consumption of the personnel of the UNDP, its Executing Agencies, or other persons performing services on their behalf in respect of this project, except for locally recruited personnel.

34. The privileges and immunities referred to in the paragraphs above, to which such firm or organization and its personnel may be entitled, may be waived by the Executing Agency where, in its opinion, the immunity would impede the course of justice and can be waived without prejudice to the successful completion of the project or to the interest of the UNDP.

35. The Executing Agency shall provide the Government through the resident representative with the list of personnel to whom the privileges and immunities enumerated above shall apply.

36. Nothing in this Project Document or Annex shall be construed to limit the rights, facilities, privileges or immunities conferred in any other instrument upon any person, natural or juridical, referred to hereunder.

Suspension or termination of assistance

37. The UNDP may by written notice to the Government suspend its assistance to any project if in the judgment of the UNDP any circumstance arises which interferes with or threatens to interfere with the successful completion of the project or the accomplishment of its purposes. The UNDP may, in the same or a subsequent written notice, indicate the conditions under which it is prepared to resume its assistance to the project. Any such suspension shall continue until such time as such conditions are accepted by the Government and as the UNDP shall give written notice to the Government that it is prepared to resume its assistance.

38. If any situation referred to in paragraph 1, above, shall continue for a period of fourteen days after notice thereof and of suspension shall have been given by the UNDP to the Government and the Executing Agency, then at any time thereafter during the continuance thereof, the UNDP may by written notice to the Government and the Executing Agency terminate the project.

39. The provisions of this paragraph shall be without prejudice to any other rights or remedies the UNDP may have in the circumstances, whether under general principles of law or otherwise.

VI. ANNEXES

Risk Analysis. Use the standard [Risk Log template](). Please refer to the [Deliverable Description of the Risk Log]() for instructions

Agreements: Any additional agreements, such as cost sharing agreements, project cooperation agreements signed with NGOs[1] (where the NGO is designated as the "executing entity") should be attached.

Terms of Reference: TOR for key project personnel should be developed and attached

Capacity Assessment: Results of capacity assessments of Implementing Partner (including HACT Micro Assessment)

Special Clauses: In case of government cost-sharing through the project which is not within the CPAP, the following clauses should be included:

The schedule of payments and UNDP bank account details.

The value of the payment, if made in a currency other than United States dollars, shall be determined by applying the United Nations operational rate of exchange in effect on the date of payment. Should there be a change in the United Nations operational rate of exchange prior to the full utilization by the UNDP of the payment, the value of the balance of funds still held at that time will be adjusted accordingly. If, in such a case, a loss in the value of the balance of funds is recorded, UNDP shall inform the Government with a view to determining whether any further financing could be provided by the Government. Should such further financing not be available, the assistance to be provided to the project may be reduced, suspended or terminated by UNDP.

The above schedule of payments takes into account the requirement that the payments shall be made in advance of the implementation of planned activities. It may be amended to be consistent with the progress of project delivery.

UNDP shall receive and administer the payment in accordance with the regulations, rules and directives of UNDP.

All financial accounts and statements shall be expressed in United States dollars.

If unforeseen increases in expenditures or commitments are expected or realized (whether owing to inflationary factors, fluctuation in exchange rates or unforeseen contingencies), UNDP shall submit to the government on a timely basis a supplementary estimate showing

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[1] For GEF projects, the agreement with any NGO pre-selected to be the main contractor should include the rationale for having pre-selected that NGO.

the further financing that will be necessary. The Government shall use its best endeavours to obtain the additional funds required.

If the payments referred above are not received in accordance with the payment schedule, or if the additional financing required in accordance with paragraph []above is not forthcoming from the Government or other sources, the assistance to be provided to the project under this Agreement may be reduced, suspended or terminated by UNDP.

Any interest income attributable to the contribution shall be credited to UNDP Account and shall be utilized in accordance with established UNDP procedures.

In accordance with the decisions and directives of UNDP's Executive Board:

> The contribution shall be charged:

(a) […%]cost recovery for the provision of general management support (GMS) by UNDP headquarters and country offices

(b) Direct cost for implementation support services (ISS) provided by UNDP and/or an executing entity/implementing partner.

Ownership of equipment, supplies and other properties financed from the contribution shall vest in UNDP. Matters relating to the transfer of ownership by UNDP shall be determined in accordance with the relevant policies and procedures of UNDP.

The contribution shall be subject exclusively to the internal and external auditing procedures provided for in the financial regulations, rules and directives of UNDP."

ANNEX B – Evaluation Terms of Reference

UNITED NATIONS DEVELOPMENT PROGRAMME

I. Position Information

Job code title: Consultant: External Evaluation

Pre-classified Grade:

Supervisor: Head of Democratic Governance Unit/UNDP

Duty Station: Kabul

Duration: (10 days)

Deadline for Application:

VII.

VIII.   II. ORGANIZATIONAL CONTEXT

IX.

Afghanistan is a nation struggling to emerge from a generation of conflict, which while visibly reduced since 2001, manifests itself frequently as a stark reminder of the continued fragility of the state. But despite the ongoing constraints to progress in state-building, clear markers of success are evident. As noted in the UNDP Country Programme Document (CPD) for 2010-2013 the foundation for a viable, sustainable and new democracy has been laid and a new constitution adopted. Critically, since 2001, two presidential elections have been held along with provincial and parliamentary elections. Public administration reform has been afforded a high priority and services have been gradually restored, while the National Assembly strives to position itself as a credible representative voice of the people and to maintain balance of power with the Executive Branch. And at the provincial levels, despite obvious security problems, provincial governance systems are slowly emerging. Moreover, the Afghanistan National Development Strategy (ANDS) and Afghan Compact have been adopted, outlining priorities and implementation strategies to

meet development obligations including achieving the Millennium Development Goals by 2015.

This National State Governance Project was designed to be delivered from Jan 2010 to Dec 2013 to support the Office of the President (Chief of Staff CoS and Office of Administrative Affairs OAA) in Afghanistan in order to enable more effective policy and decision making at the centre of government.

The project consisted of the following components:

a. Improving organizational, management and administrative effectiveness of the Office of the President (CoS, OAA),
b. Strengthening policy planning, analysis, monitoring and coordination among relevant state actors, and
c. Improving the infrastructure and facilities of the OoP.

The outcome of that the project aimed to reach is 'A Strengthened and Streamlined Office of the President (CoS, OAA) that has Operational Efficiency and Substantial Capacity to Support the President in Delivering on his Constitutional Mandate'.

According to project monitoring and evaluation plan, an external evaluation of NSGP needs to take place to identify assess project's success, failure over the course of implementation and make recommendations for improvements. For this purpose, an external consultant will be recruited to undertake this exercise for a period of two weeks. the consultant will be based in Kabul and will be meeting with different project partners and reviewing documents to gather necessary information for fulfilling this assignment.

X.   III. FUNCTIONS / KEY RESULTS EXPECTED

OBJECTIVE OF THE ASSIGNMENT:

The main objective of the assignment is to evaluate the project's approach, achievements, and failures over the course of the past one and half year and to assess the likelihood of the project achieving its purpose and make recommendations for improvements.

SCOPE OF THE ASSIGNMENT:

- Management and Structure: How is the project setup to handle the political dynamics and risks, assessment of the current project structure and the balance of component (e.g. Office of Chief of Staff and Vice President's I and II) is this optimal for handling the risks? Recommendations on improvements.

- Results: Appropriateness of current indicators and their measurement, assess sustainability, validity of purpose indicator. This area should be closely coordinated with the planned donor review.

- Impact: How far objectives have been achieved so far and likelihood of achieving at completion of project. An in-depth assessment of the wider impact of the project so far, including through ground-truthing with stakeholders/service users.

- Process: Government coordination, efficiency of processes. Budget and risk management.

The specific areas of evaluation should cover the following:

- An in depth review of project implementation with a view to identifying the likelihood of achievements and the main constraints.
- A review of the results framework (logical framework), relevance of indicators, ability to measure, relevance and ambition of targets.
- An in depth review of the progress towards the ANDS and compact benchmarks, and UNDP Country Programme Action Plan.
- Assess the risks of the Project's Components (especially in terms of the wider environment) and suggest related mitigation strategies.
- Assess the quality of partnerships, National ownership and sustainability vis-a-vis the strategy in the project document. Assess the current coordination and harmonization processes with other Government partners.

1. Overall assessment of the project (context and rationale) - Relevance

- To what extent are the project logic, concept and approaches appropriate and relevant to achieving the governments' policies and objectives?
- What were the intended results, supporting project/activities, inputs and processes required? Risks and assumptions considered?

2. Attainment of the projects objective; Effectiveness /Efficiency

- Were necessary measures taken to ensure the effectiveness and efficiency of the project?
- To what extent has the project achieved its intended objective to date?
- Implementation strategy (operational plan, monitoring and evaluation)
- Does the project have clearly identified specific and measurable objectives in the programme documents?
- To what extent have the project implementation processes been effective and efficient in achieving the overall objective? Have the project adapted to change, by adjusting the programme design and direction, when deemed necessary?
- Have the resources been mobilized and utilized efficiently?
- Is there an appropriate mechanism in place to monitor and assess the overall progress of the project? How have programme achievement and lessons learned been disseminated to the stakeholders?

3. Achievement of outcomes and outputs; Effectiveness /Efficiency

- What are the immediate changes brought about by the project? Any specific evidence documented?
- What are the potential challenges that may prevent the projects from producing intended results?

4. Impacts (long-term effects)

- What are the potential impacts of the project?
- To what extent can the project expect to achieve the positive impacts based on project results observed at the moment?

5. Sustainability

- To what extent are the project interventions sustainable?

6. Partnership/ cooperation:

- How effective were the partnership and cooperation aspects addressed?

7. Lessons learned and best practices

- What are the best practices (if any)?
- What specific lessons (if any) can UNDP draw from the project experiences?

OUTPUT OF THE ASSIGNMENT:

The consultants are expected to produce the followings:

- Evaluation design: stakeholder mapping, methodology, refining of scope and evaluation questions, implementation plan.
- Briefing: upon arrival, the evaluator will brief UNDP, the project's partners, as well as other relevant stakeholders on the evaluation design.
- Debriefing: at the end of the evaluation in country, the evaluator will provide a debriefing to the same stakeholders, focusing on the main results and recommendations of the evaluation.
- Draft report: the evaluator will allocate 7 days out of the 14 working days in fact findings, interviewing the stakeholders.. This report will be shared to UNDP, NSGP partners and selected other stakeholders, and consolidated written comments will be provided to the evaluators within the first week after receiving the draft report.
- Final Report: the evaluators will send the final evaluation report to the UNDP after incorporating the consolidated comments on the draft report. This shall be done within the timeline of the consultancy. UNDP will then send a management response to the evaluators.
- The consultant should coordinate with the UNDP, meeting with this team if they are in Kabul at the same time.
- The report will also contain recommendations on future support to the Government of Afghanistan to improve national governance including lessons learned and best practices. It should contain concrete specific recommendations for improvements (e.g to risk mitigation, measurement, stakeholder coordination)

EVALUATION TEAM COMPOSITION:

The external mid-term evaluation of NSGP will be conducted by a specialist in national state governance and initiatives desirably in post-conflict countries. The consultant should have relevant experience in governance, evaluation and state governance.

METHODOLOGY IN UNDERTAKING THE ASSIGNMENT:

As part of the contracting process the consultant is expected to provide UNDP with a brief evaluation plan/matrix in response to these TORs. This should contain amongst other things a methodology on how the TORs will be delivered within the timescale available.

The consultants shall review existing documentation with regard to state governance including project document and periodic report, Afghanistan National Development Strategy, UNDP Country Programme, Kabul Conference papers, NSGP project document, previous evaluation of UNDP projects in this area and any other relevant documents.

In recommending the way forward, the consultant should consider the country context, including funding prospects and the cultural and socio-political dynamics.

V. Competencies and Critical Success Factors

Corporate Competencies:

- Demonstrates integrity by modeling the UN's values and ethical standards (human rights, peace, understanding between peoples and nations, tolerance, integrity, respect, results orientation (UNDP core ethics) impartiality;
- Promotes the vision, mission, and strategic goals of UNDP;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.

Functional Competencies:

- Consistently approaches work with energy and a positive, constructive attitude;
- Demonstrates good oral and written communication skills;
- Ability to work both independently and in a team, and ability to deliver high quality work on tight timelines.

Behavioural competencies:

- Comfortable in working in dynamic environments that change frequently;
- Able to perform in a high-stress and difficult security environment, with austere living quarters.
- Ability to manage relationships with a diverse range of stakeholders and incorporate diverse points of view

VI. Recruitment Qualifications

Education:	• Master degree from a recognized university in Law, International Development, governance or any other relevant

	field; • Knowledge of broad reconstruction and stabilization strategies and experience working in fragile States is desirable.
Experience:	• Minimum 5 years of experience in the area of state governance and/or any other relevant area; • Minimum 3 years of experience in development, monitoring and evaluation. The main evaluator should be an expert in monitoring and evaluation, with a demonstrated experience of minimum of 5 years; • Specific experience of working with state building process and national governance is strongly desired; • Strong capacities of analysis (quantitative and qualitative) and strong ability to communicate and summarize this analysis in writing; • Experience in conducting independent evaluations (if possible, within the UN system);
Language Requirements:	• Effective communications skills, both written and oral, in English with proven ability in report writing; • Knowledge of Dari/Pashto; • Proficient Dari and/or Pashto for the second evaluator.

VII. Signatures- Post Description Certification
Incumbent *(if applicable)*   Name   Signature   Date
Supervisor   Name / Title   Signature   Date
Chief Division/Section   Name / Title   Signature   Date