



1st & 2nd Quarter Report
December 2016 - June 2017



**CITIZENS'
CHARTER
NATIONAL
PRIORITY
PROGRAM**



1st & 2nd Quarter Progress Report
December 2016 – June 2017

Citizens' Charter

National Priority Program

Implementing Agencies:
Ministry of Rural Rehabilitation and Development
Independent Directorate of Local Governance

The Government of
Islamic Republic of Afghanistan

Abbreviations

CC	Citizens' Charter
CCDC	Cluster Community Development Council
CCNPP	Citizens' Charter National Priority Program
CDC	Community Development Council
CDD	Community Development Directorate
CDP	Community Development Plan
DAB	Da Afghanistan Bank
FPS	Facilitating Partners
GA	Gozar Assembly
IDA	International Development Association
IDLG	Independent Directorate of Local Governance
MAIL	Ministry of Agriculture, Irrigation and Livestock
MCCG	Maintenance and Construction Cash Grant
MIS	Management Information System
MoE	Ministry of Education
MoF	Ministry of Finance
MoPH	Ministry of Public Health
MRRD	Ministry of Rural Rehabilitation and Development
NoL	No Objection Letter
NPA	National Procurement Authority
NSP	National Solidarity Program
OC	Oversight Consultant
OM	Operational Manual
PIU	Project Implementation Unit
PMU	Project Management Unit
RASS	Rural Area Service Standards
SIG	Social Inclusion Grant
ToT	Training of Trainers
UASS	Urban Area Service Standards
WB	World Bank

I. Key Achievement:

- MRRD and IDLG have finalized organizational structures, TORs and staffing plans for the Citizens' Charter (CC). New recruitment and transfer of qualified employees from NSP to CC has been initiated. MRRD has hired/transferred 1,633 (131 women) of around 2,200 posts and IDLG has hired staff for 111 of 138 approved positions, 10% of which are women.
- Manuals of water supply and sanitation improvement, road construction, geographic information system, management information system are finalized and being translated into local languages. The Hands-On Training Manual upto the Community Development Plans has been finalized, with each SO visit carefully detailed step by step in the Annexes of the Manual. The Operational Manual revision, based on lessons-learned in early pilots and trainings, is prepared and under internal review.
- Altogether, 16 out of 18 Facilitating Partners (FPs) contracted through a competitive process – MRRD 12/14 and IDLG 4/4.
- 14 of 16 contracted FPs have undergone rigorous and comprehensive Training of Trainers (ToT) in Kabul and Bamiyan, covering all aspects from community mobilization to completion of the Community Development Plans (CDPs). Ten of the FPs contracted by MRRD are responsible for CC coverage in 5,470 communities, in 79 districts, in 24 provinces.
- Not all the forms for work completed had been entered into the system and as such, MRRD had to rely on data collection directly from FPs. As such the following data is as of mid-July and not exactly the end of the reporting period: MRRD FPs have rolled out in 1,051 communities, and have worked with communities to complete 243 community profiles, 132 Community Development Council (CDC) elections, and 61 Community Development Plans. FPs under IDLG established 18 CDCs (4 Kandahar, 6 Mazar-e-Sharif, 4 Jalalabad and 4 Herat)¹.
- Provincial orientations conducted in all 34 provinces by both MRRD and IDLG for provincial and select district governors, municipalities, line ministry directorates, MRRD and IDLG provincial directorates, CC PMU representatives, and interested representatives from civil society and the media. The orientation covered all key aspects of the program. The total number who received the orientation is 1,319 (MRRD 1,109 and IDLG 210).
- The Citizens' Charter MIS system is developed and functional for all core forms and data collection from community mobilization to grants utilization. Relevant field staff have been trained to use the MIS and data entry.
- Engineering/technical manuals and technical forms have been finalized during the reporting period; sub-projects proposal preparation trainings were conducted, and a core set of trainings has been provided to selected teams of engineers in all six regions by both MRRD and IDLG.
- MRRD and IDLG Citizens' Charter management teams worked closely with the Ministry of Finance (MoF) and the Da Afghanistan Bank (DAB) to finalize the CC funding flow mechanisms, grant and special accounts for CC funding have been opened, and MoU for the same have been signed.

¹The data was compiled from the FP in late July. This means that our data includes both June and July..

- MRRD Finance and Procurement staff from the CC General Directorate and related MRRD directorates, IDLG CC staff and relevant MoF staff have received specialized training in World Bank fiduciary systems, interim unaudited fiscal reports, the new procurement framework and the procurement system (STEP) to prepare them for implementation.
- USD 171.97 million additional financing was secured to specifically expand the scope and coverage of the program in response to the migration crisis - of which USD 127.67 million is from IDA and the remaining USD 44.3 million is from the ARTF. This is in addition to USD 630 million (USD 400 million from ARTF, USD 100 million from IDA and US\$ 130 million from MoF) secured for the CCAP already.
- MRRD closed the National Solidarity Program while simultaneously initiating the new Citizens' Charter Program using the same core management team to continue from the NSP to the CC.
- Most mechanisms and formats for the monitoring drafted. . Lessons learned incorporated in relevant manuals.

II. Key Findings from Monitoring Reports:

- While there were no monitoring reports, monitoring was undertaken in other ways. Pilots in seven communities in Kabul and Bamiyan province were closely monitored, lessons-learned documented and resulted in modified policies and procedures in the key manuals.
- During the TOT in Bamiyan, a standardized trainers' assessment tool was used for assessing the FP Chief and Provincial trainers who formed the 'core trainees'. This tool was then applied throughout the training, with regular feedback and focus on areas of improvement, and a grading system across various criteria. The results from this monitoring-cum-assessment resulted in requiring FPs to replace some of the key training personnel. The same tool will be applied by the Chief and Provincial trainers for the Social Organizers.

III. Key Findings from Evaluations/Studies:

- External evaluations/studies were not undertaken during the reporting period. However, procurement for the first of these studies (the Study on CC's Impact on conflict and fragility) is under way. ToRs for the same were finalized with the World Bank and four firms have been shortlisted through an open competitive Request for Expressions of Interest (REOI). Proposals from the shortlisted firms are due on 2 August 2017. We expect the successful firm to mobilize its team towards the end of October 2017.

IV. Summarized Financial/ Expenditure Status Update (US\$ Millions)

Component	Cumulative actual expenditure up to end of last quarter	Planned budget for the reporting quarter	Actual expenditures for the reporting quarter	Variance during the reporting quarter (planned vs actual)	Cumulative expenditure up to the end of the reporting period
1. Total grants	0	0	0	0	0
a. RASS					
b. UAB					
2. Capacity Building	0	0	0	0	0
3. Evaluations & Studies	0	0	0	0	0
4. Project Implementation Support	0	7.92	2.81	5.11	2.81
5. MCCG	0	0	0	0	0
Total	0	7.92	2.81	5.11	2.81

V. Summarized Financial Status by Funding Source (US\$ Millions)

Implementing Agency	Grant	Received	Utilized	Balance
MRRD	ARTF	39.8	2.58	37.22
	IDA	0	0	0
	MoF	0	0	0
	Sub-Total	39.8	2.58	37.22
IDLG	ARTF	6.1	0.12	5.98
	IDA	0	0	0
	MoF	1.3	0.52	0.78
	Sub-Total	7.4	0.64	6.76
Grand Total		47.2	3.22	43.98

VI. Procurement progress for the quarter:

Completed:

- Out of 18 consultancy assignments, 16 contracts (MRRD 12/14 and IDLG 4/4) are signed with Facilitating Partners as of the end of the reporting period.
- All three contracts for International Consultants with MRRD, 2 CCNPP Advisors (Senior Operations and Senior Policy Advisor) and 1 Advisor to the Deputy Minister for Programs, are signed and all three are working.
- IDLG has signed a contract with UN-Habitat as the Oversight Consultant (OC) for the CC.
- Contract signed for providing Internet services for HQ, 34 Provinces and 75 District offices for MRRD CC.
- Contract signed for providing Internet services for PIU and in four cities for IDLG CC.

Underway:

- The remaining 2 FP consultancy services contracts are not finalized. (1) package #9 for CCAP is pending due to appeal by one of the bidders and (2) package #2 has been submitted to NPA for clearance.
- Conflict and Fragility study assignment is at the RFP stage.
- Contract of Financial Management Advisor: The ToRs are finalized and negotiations are underway.
- Procurement of Direct Contract for Additional Financing of 8 Packages for the Expansion of CC and MCCG and SIG is at the negotiation phase at the end of the reporting period.
- Procurement of equipment for CCAP (IT Equipment, Engineering Equipment, Office Furniture and Generators) is underway at various stages.

VII. Key Challenges and Rededications

Challenge	Remediation
<p>Urban versus rural communities: Some “rural districts” assigned to MRRD for CC phase-I coverage included communities that fell within municipal boundaries – thus outside the MRRD mandate.</p>	<p>Negotiations and discussions are underway with IDLG on proposed long-term solutions on how this may be addressed. MRRD will send a list of these CDCs to IDLG. IDLG will provide maps for the areas and will provide necessary support</p>
<p>Insecurity: MRRD provincial/district office staff and newly contracted FPs have informed of high to extremely insecure conditions in some coverage areas. As of the end of the reporting period, the only impact has been that FPs have had difficulty recruiting/retaining women social organizers.</p>	<p>It was decided to select other districts for preliminary social organizer training rollouts. However, insecurity levels will need to be better monitored for the actual impact on implementation in the future.</p>
<p>Financial: With the new program and new fiduciary requirements, there were initial delays in seeking and obtaining bulk allotments for the various contracts leading to initial delays in payments to FPs and individual consultants.</p>	<p>A Financial Taskforce of MoF and all involved ministries has been established to review the whole payment process to avoid these type delays in the future.</p>
<p>Procurement: During most of the reporting period, the procurement of FPs and OC contracts were delayed which impacted project delivery. The procurement of FPs was delayed for factors within and outside the IAs’ control. Some of the delays were caused by key staff duplications in multiple packages by the same or different entities that then needed to be addressed, absence of key panel members and thus delays in finalizing TERs/CERs, delays in getting WB or NPC approvals, complaints or clarifications sought at the time of contract notification award that needed to be looked into, and in a few specific cases, errors on the part of the earlier-assigned MRRD procurement team. In addition, the requisition of office equipment including IT, furniture etc. continues to take a long time.</p>	<p>MRRD: CC procurement team was changed and panel members were instructed to give top priority to the FP procurement process. Close tracking and follow-up by the new procurement team reduced the delays considerably. Both IAs worked closely with the Bank and the NPA for the smooth processing of the contracts.</p> <p>IDLG: The delay of FPs contracts was due to the Key Staff duplication issues, which had taken months to resolve this issue. Additionally, the OC contract’s delay was due to some back and forth with the World Bank and NPC on the inception of activities before signing the contract although it was already NOL-ed by the WB for SSS.</p>

<p>Identification of Gozar Boundaries:</p> <p>The identification of Gozar boundaries has been a challenge because some Municipalities have already established new Gozar boundaries. These boundaries may not satisfy the requirements of composition of Gozars of between 800 to 1,250 households. It is being established through the CCAP household surveys that some of the new Gozars may have less than 800 or greater than 1,250 households.</p>	<p>A guideline for Gozar and CDCs boundary with consideration of CCAP OM was developed and field staff received training the issue is solved</p>
<p>Capacity Development:</p> <p>Although capacity building initiatives have been extended to FPS, IDLG is still concerned about the ability of FPs to provide quality training to the social organizers and manage community activities.</p> <p>MRRD noted that on a nation-wide level, FPs have failed to properly invest in their trainers. During the training it became clear that many of the FP Chief and Provincial Trainers, despite years of experience, were not aware of basic facilitation rules. These include: not to hold meetings in private houses; setting the environment for a meeting, speaking local language and asking local people to summarize what has been said; letting people do their own analysis, instead of us doing it for them, etc.</p>	<p>Field missions have been undertaken to conduct capacity assessment of FPs and monitor community mobilization and registration processes. IDLG has established processes to strengthen institutional capacity development for facilitating partners and PMUs.</p> <p>During the training, MRRD placed considerable emphasis on good facilitation skills, where to meet, how to set up a meeting in terms of seating arrangements, making sure people are given pen and paper to write their own answers and analyze key issues, etc.</p>

VIII. Implementation Schedule

Activity	Implementing Agency	Timeline						Remarks
		July	Aug	Sep	Oct	Nov	Dec	
Water subproject proposals	MRRD							
Other sector subprojects	MRRD							
Early RASS grant disbursements	MRRD							
MCCG staffing	MRRD							Ongoing
Receiving WB NOL on MCCG OM Annex and its translation	MRRD							
First MCCG grants may be disbursed	MRRD							
The draft negotiated contracts for FPs for the Additional Financing will be submitted to the Bank	MRRD							
demarcation of the CDC and Gozar boundaries as well as the community mobilization and profiling for 97 CDCs	IDLG							
Election, registration and CDP development in 78 CDCs	IDLG							
GA elections and development plans in 10 GAs	IDLG							
Disburse first block grant of USD 2 million covering 30 to 45 CDCs	IDLG							
Disbursement of 2nd grant of USD 5.5 million targeting 120 CDCs	IDLG							
FPs contract amendment to reflect additional 250 CDCs, 100 CDCs in Jalalabad and 150 CDCs in Kandahar	IDLG							Waiting for WB and MOF approval
FP and OC staffing plans, procurement of furniture and equipment for the PIU and PMU	IDLG							
Training for the second phase targeting FPs will be initiated	IDLG							
Ensuring all CC ministries visit the TOT training in Panjshir	MoF							
MRRD will collect information on crops and livestock as a part of the CC cluster-level work. Once data is collected for entire districts, MAIL and MRRD will hold workshops with MoF to coordinate interventions.	MRRD, MAIL, MOF							

IX. Inter-Ministerial Collaboration:

- 1. Agriculture, Irrigation and Natural Resources Management and their Contributions to Livelihoods:** Meeting held with MoF, MAIL and MRRD (Jan 2017). Meetings held with MAIL Deputy Minister Irrigation and his advisors, for MRRD to share key aspects of the social mobilization process relevant to MAIL (such as cropping, landholding, livestock ownership, food security patterns). MAIL identified potential interventions: dairy production, high value crop production, homestead gardens, and sustainable extractive activities in Common Property Resources.
- 2. Sub-National Governance –Village, Cluster Villages, District and Provincial Governance including their Relations and Platforms for Interaction and Engagement:** Inter-ministerial Working Group meetings (May-June 2017) on Sub-National Governance, where MRRD, MoF, IDLG, and MoEc are members. The meetings focused on information exchange and collective learning to inform policy and programs. Each ministry learned from on-going desk-research as well as interviews, meetings, workshops that IDLG is organizing to inform a contextually relevant sub-national governance policy and National Priority Programs. Future meetings/workshops are planned to contribute towards finalizing the policy, the NPP and evolving into an inter-ministerial program group where interventions by different ministries can be coordinated in terms of sub-national governance, linkages, responsiveness to services gaps, Disaster Risk Preparedness. All of this is building from the bottom on the work of Citizen's Charter, and using the program as the basis for developing the portion of the policy specifically related to horizontal and vertical linkages from the village to district level.
- 3. Citizens' Charter Hands-On Training of Trainers Workshops: Social Mobilization and Community Development Planning:** MoF (Policy and Finance Staff) attended the final days of the May training in Bamiyan and is organizing an inter-ministerial visit (MoPH, MoED, and MAIL) to visit the final days of the Panjshir training. IDLG is also planning to send a consultant, working on sub-national governance. These 'visits' will contribute to a better understanding of the CCNPP process and potential synergies for better services delivery.
- 4. A Memorandum of Understanding (MOU) was signed between IDLG and other line ministries on 7 May 2017.** The MOU's main objective is to enhance coordination and engagement of line ministries and municipal plans. In the reporting period, IDLG participated in four meetings with line ministries from MoF, MRRD, MAIL, MoE, MoRR, MoWA, MoPH, NEPA, MoCI, DABS, AUWSSC and MoLSAMD to coordinate the implementation of CCAP. IDLG is working with the Municipality of

Kandahar on the official provincial launch of CCAP in the coming quarter with participation from key provincial officials, community and civil society.

X. Output Data Rural and Urban

A. Minimum Service Standards: Score Card Findings:

Nothing to report during the stated reporting period, as implementation progress is limited.

B. Community Level Implementation Progress in Outputs:

Only part of the table included here due to limited implementation progress as of the end of the reporting period. As not all the forms related to the work progress was entered in the system, the MRRD has not reported on the number of CDC members in the table below. This will be addressed in future reports.

Output Indicator	Cumulative up to the end of the previous quarter		Variation (+/-) during the reporting period		Cumulative up to the end of this reporting period.	
	Rural	Urban	Rural	Urban	Rural	Urban
# of communities mobilized	N/A	N/A	243	18	243	18
# of CDC elected/registered	N/A	N/A	132	2	132	2
# of CDC members registered	N/A	N/A				
# of male CDC members	N/A	N/A				
# of female CDC members	N/A	N/A				
# of CCDCs/GAs registered	N/A	N/A				
# of CDPs completed	N/A	N/A	61		61	

C. C.a. Subproject Level Output Data 1/2:

Table not included as implementation has not progressed to include subprojects.

C.b. Subproject Level Output Data 2/2:

Table not included as implementation has not progressed to include subprojects.

D. Province-Wise Implementation Progress in Outputs

E. FP-wise Implementation Progress in Outputs

Exceptionally, for this report, the two tables are being merged as the data below was collected from the FPs and not via the MIS system -- not all of the contracted districts are shown. Only districts with actual work progress are shown.

FPs	Province	Districts	# of Communities Contracted	# of communities mobilized	# of Community Profiles completed	# of Communities with CDC Elections completed	# of CDPs completed
AHDS+ SDO	Uruzgan	TirinKot	201	41	32		
	Zabul	TarnakWaJaldak	130	4	3	2	
		Qalat	195	27	16	13	3
CHA+ MOVE	Nimroz	ChaharBurjak	59	12	12	8	
		Chakhansur	66	10	10	9	
		Kang	82	16	14	7	
	Farah	PurChaman	179	36	12	4	
		Farah	148	34	24	19	12
Afghanaid+CHA+ OxfamNovib	Ghor	LalWaSarjanganl	286	5			
	Herat	Obe	140	20			
		Zinda Jan	76	2			
		Farsi	80	10			
		Karukh	154	50	6	5	4
		Kohsan	60	14			
ACTED+ CHA+ MOVE	Badghis	Muqur	124	16	5	5	5
	Faryab	Qurghan	69	19	2	2	
		Maymana	92	5	5	5	5
		KhaniChaharBagh	19	8	1		
		Bilchiragh	68	6	5	5	
		Andkhoy	73	19	2	2	

OXFAM Novib+ AKDN	Bamiyan	Waras	190	20	-	-	-
		Panjab	99	4			
	Dai Kundi	Miramor	165	8			
		Kiti	88	4			
		Nili	58	19	5	5	5
AKDN+ SCA	Baghlan	Dih Salah	47	15			
		PuliHisar	37	8			
		GuzargahiNur	35	5			
		BaghlaniJadid	237	30			
	Kunduz	Aliabad	74	9			
		Kunduz	230	15			
	Samangan	Hazrati Sultan	60	13	3	3	3
		Ruyi Du Ab	72	7			
		KhuramWaSarbag h	57	5			
CHA	Kapisa	Nijrab	255	40	40	1	
	Panjshir	Shutul	16	4	4	2	2
		Abshaar	19	7	7	4	4
		Unaba	42	5	5	2	1
	Parwan	Ghorband	184	4	4	3	
Shekh Ali		58	2	2	1		
SCA+ Afghan Aid+ Action Aid	Kabul	Bagrami	99	8	5	5	5
		ChaharAsyab	51	1			
		Khaki Jabbar	30	2			
		Guldara	49	1			
		Musayi	69	1			
	Logar	Khushi	77	4			
		Puli Ala	235	12			

	Wardak	Jalrez	85	8			
		MaydanShahr	52	0			
		Hisa-I-AwaliBihsud	205	10			
CARE +RI+ ORCD	Ghazni	BahramiShahid	167	4	4	4	
		Jaghuri	317	9	9	9	5
		KhwajaUmari	40	4			
		Nawur	320	14			
		Sharan	98	3			
		YahyaKhel	62	3	3	3	3
BRAC	Khost	Khost(Matun)	228	37			
		Gurbuz	67	13			
		Nadir Shah Kot	62	6			
		MandoZayi	80	41			
	Nangarhar	Bihsud	124	45	4	4	4
		KuzKunar	97	60			
		Dur Baba	44	18			
		Dara-I-Nur	63	33			
		Surkh Rod	149	44			
		Kama	78	45			
	Paktya	Shwak	19	4			
		Mirzaka	51	6			
		Chamkanay	129	15			
		SayidKaram	60	8			
		Ahmadaba	76	10			
WuzaZadran		45	4				

F. Province-Wise Implementation Progress in Outputs

Rural/ Urban	Province	# of districts/ Nahias	# of communities contracted	# of CDCs elections/esta- blished	# of CDPs completed	# of SPs financed	# of SPs completed	Grants disbursed \$	Grants utilized \$
Urban	Herat City	5	200	4	0	0	0	0	0
	Mazar	4	150	6	2	0	0	0	0
	Jalalabad	4	100	4	0	0	0	0	0
	Kandahar	4	150	4	0	0	0	0	0

G. FP-Wise Implementation Progress in Outputs

Rural/ Urban	FP	# of districts/ cities	# of communities contracted	# of CDCs elections/ established	# of CDPs completed	# of CCDGs/GAs formed	# of communities with score cards completed	# of communities with linkages requirements completed	# of communities with sub- committees trained	# of communities undertaking development activities outside of the CC funding (self-initiated with/ without FP facilitation)
Urban	Oxfam Novib +Afghan Aid (Herat)	5	200	4	0	0	0	0	0	0
	CARE+ People in Need (PiD) (Mazar- e-Sharif)	4	150	6	0	0	0	0	0	0
	Human Resource Development Agency (HRDA) (Nangarhar)	4	100	4	0	0	0	0	0	0
	Future Generation of Afghanistan (FGA) (Kandahar)	4	150	4	0	0	0	0	0	0
		17	600	18	2	0	0	0	0	0

H. Grievances Handling Update:

Table not included as implementation has not progressed to include grievances.

I. Grievances Handling Update: Types of Grievances Received 2/2 –

Table not included as implementation has not progressed to include grievances.

J. Environmental and Social Safeguards Update:

Table not included as implementation has not progressed to include sub-projects.

XI. Staffing:

MRRD: Of the total 2,194 staff proposed in the current staffing plan, 1,633 are contracted, recruitment is underway for 52, 509 will only be recruited later in the CC implementation and 39 need to be recruited shortly. (Note: The staffing plan is currently under revision and will shortly be finalized, in consultation with the World Bank task team). Table below shows breakdown of contracted staff:

NTA levels	Gender-disaggregated			Unit disaggregated			
	M	F	Total	HQ	PMU	DO	Total
Management levels (A & B)	13	1	14	14	0	0	14
Professional categories (C, D & E)	915	66	981	127	329	525	981
Support Staff (F, G and H)	574	64	638	82	217	339	638
Total #	1,502	131	1,633	223	546	864	1,633
Total %			100%				100%

IDLG: Of the total 138 staff approved in the staffing plan, 111 are contracted, the recruitment for 27 is underway. Table below shows breakdown of contracted staff:

NTA levels	Gender-disaggregated			Unit disaggregated			
	M	F	Total	HQ	PMU	DO	Total
Management levels (A & B)	22	1	23	20	3		23
Professional categories (C, D & E)	54	8	62	14	48		62
Support Staff (F, G and H)	24	2	26	14	12		26
Total #	100	11	111	48	63		111
Total %	90	10	100%	43	57		100%

- XII. Maintenance and Construction Cash Grants (MCCG) Update:** Table not included as the MCCG is yet to be rolled out on the ground.
- XIII. Social Inclusion Grants (SIG) Update:** Table not included as the SIG is yet to be rolled out on the ground.
- XIV. Success Story/ Case Study:** Not included as the implementation on the ground is still in the early phase. However, we can report that in Bamyan, the new election system (based on election units) has illustrated that it enables new leadership to emerge. Of the 20 CDC Office Bearers (in the 5 communities where training was conducted), 16 were newly elected people, who had not been elected before.



**THE GOVERNMENT OF
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