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EXECUTIVE COMMITTEE OF  
THE MULTILATERAL FUND FOR THE  
IMPLEMENTATION OF THE MONTREAL PROTOCOL  
Seventy-ninth Meeting  
Bangkok, 3-7 July 2017

**PROJECT PROPOSAL: AFGHANISTAN**

This document consists of the comments and recommendation of the Secretariat on the following project proposal:

Phase-out

- HCFC phase-out management plan (stage I, third tranche)

UN Environment and  
UNIDO

**PROJECT EVALUATION SHEET – MULTI-YEAR PROJECTS**  
**Afghanistan**

(I) PROJECT TITLE	AGENCY	MEETING APPROVED	CONTROL MEASURE
HCFC phase out plan (Stage I)	UNIDO, UN Environment (lead)	63rd	35% by 2020

<b>(II) LATEST ARTICLE 7 DATA (Annex C Group I)</b>	Year: 2015	20.24 (ODP tonnes)
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(III) LATEST COUNTRY PROGRAMME SECTORAL DATA (ODP tonnes)								Year: 2016	
Chemical	Aerosol	Foam	Fire fighting	Refrigeration		Solvent	Process agent	Lab use	Total sector consumption
				Manufacturing	Servicing				
HCFC-22				0.44	19.58				20.02

(IV) CONSUMPTION DATA (ODP tonnes)			
2009 - 2010 baseline:	23.60	Starting point for sustained aggregate reductions:	23.6
CONSUMPTION ELIGIBLE FOR FUNDING (ODP tonnes)			
Already approved:	8.26	Remaining:	15.34

(V) BUSINESS PLAN		2017	2018	2019	2020	Total
UN Environment	ODS phase-out (ODP tonnes)	1.47	0	0	0.5	1.97
	Funding (US \$)	135,600	0	0	46,132	181,732
UNIDO	ODS phase-out (ODP tonnes)	0	1.02	0	0.35	1.37
	Funding (US \$)	0	90,470	0	30,821	121,291

(VI) PROJECT DATA			2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total	
Montreal Protocol consumption limits			n/a	n/a	23.60	23.60	21.24	21.24	21.24	21.24	21.24	15.34	n/a	
Maximum allowable consumption (ODP tonnes)			n/a	n/a	23.60	23.60	21.24	21.24	21.24	21.24	21.24	15.34	n/a	
Agreed funding (US \$)	UN Environment	Project costs	120,000	0	0	118,000	0	0	120,000	0	0	40,825	398,825	
		Support costs	15,600	0	0	15,340	0	0	15,600	0	0	5,307	51,847	
	Germany	Project costs	37,062	0	0	0	0	0	0	0	0	0	0	37,062
		Support costs	4,818	0	0	0	0	0	0	0	0	0	0	4,818
	UNIDO	Project costs	0	0	0	0	0	131,938	83,000	0	0	0	28,276	243,214
		Support costs	0	0	0	0	0	11,874	7,470	0	0	0	2,545	21,889
Funds approved by ExCom (US \$)	Project costs	157,062	0	0	118,000	0	131,938	0	0	0	0	0	407,000	
	Support costs	20,418	0	0	15,340	0	11,874	0	0	0	0	0	47,632	
Total funds requested for approval at this meeting (US \$)	Project costs								203,000				203,000	
	Support costs								23,070				23,070	

<b>Secretariat's recommendation:</b>	For blanket approval
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## PROJECT DESCRIPTION

1. On behalf of the Government of Afghanistan, United Nations Environment Programme (UN Environment), as the lead implementing agency, has submitted to the 79<sup>th</sup> meeting a request for funding for the third tranche of stage I of the HCFC phase-out management plan (HPMP), at a total cost of US \$226,070, consisting of US \$120,000, plus agency support costs of US \$15,600 for UN Environment, and US \$83,000, plus agency support costs of US \$7,470 for UNIDO.<sup>1</sup> The submission includes a progress report on the implementation of the second tranche, the verification report on HCFC consumption and the tranche implementation plan for 2017 to 2020.

2. At the 77<sup>th</sup> meeting, the Government of Afghanistan agreed to transfer to UNIDO all the phase-out activities included in stage I of the HPMP that had originally been intended for implementation by the Government of Germany. A balance of US \$131,938 remaining from the first and second tranches was transferred to UNIDO. The Executive Committee subsequently requested the Secretariat to revise the updated Agreement between the Government of Afghanistan and the Executive Committee when the request for the third tranche of the HPMP was submitted (decision 77/16(d)).

### Report on HCFC consumption

#### *HCFC consumption*

3. The Government of Afghanistan reported a consumption of 20.24 ODP tonnes in 2015 and estimated a consumption of 20.02 ODP tonnes for 2016, which is 15 per cent below the HCFC baseline for compliance. The 2012-2016 HCFC consumption is shown in Table 1.

**Table 1. HCFC consumption in Afghanistan (2012-2016 Article 7 data)**

HCFC-22	2012	2013	2014	2015	2016*	Baseline
Metric tonnes	315.22	321.8	372.00	368.00	364.00	429.10
ODP tonnes	17.34	17.70	20.46	20.24	20.02	23.60

\*Country programme data submitted in May 2017.

4. The low levels of HCFC consumption reported for 2012 and 2013 was due to poor reporting. The increase in consumption in 2014 was due to improved data accuracy, as well as improvements on electricity supply and newly-constructed government buildings. Since 2014, as importers are aware of the HCFC phase-out and are importing more equipment containing alternative refrigerants, mainly HFC-404A, HFC-410 and R-600

#### *Verification report*

5. The verification report confirmed that the Government is implementing a licensing and quota system for HCFC imports and exports and that the annual consumption of HCFCs for 2014 (20.46 ODP tonnes), 2015 (20.24 ODP tonnes) and 2016 (20.02 ODP tonnes) was below the Montreal Protocol control targets and the maximum allowable limits set in the Agreement between the Government and the Executive Committee. The verification also reveals that gradual improvements in data collection as compared to 2013, and greater enforcement of ODS regulations, including improved importer registration, quota allocation and customs control on imports, have been observed; the amount of HCFCs imported through informal trade has been decreasing since 2014; and that the import of equipment containing alternative refrigerant gases has increased. The recommendations from the verifier, including more co-ordination with stakeholders, further capacity development of customs officers at entry points and in remote provinces, will be taken into consideration during the implementation of the next tranche.

<sup>1</sup> As per the letter of 8 May 2017 from the National Environmental Protection Agency of the Government of Afghanistan to UN Environment.

*Country programme (CP) implementation report*

6. The Government of Afghanistan reported HCFC sector consumption data under the 2014 and 2015 CP implementation report that is consistent with the data reported under Article 7.

Progress report on the implementation of the second tranche of the HPMP

*Legal framework*

7. The licensing and quota system is operational. A national HCFC Quota System Committee has been established to co-ordinate quota issuance. The national ozone unit (NOU) works closely with the Committee to enforce the licensing and quota system. During the second tranche, several activities were implemented to strengthen the licensing and quota system, including closer co-ordination with other ministries, training of customs officers and HCFC phase-out awareness-raising activities among the industry and Government officials in the provinces.

8. An amendment to the Ozone Regulation to introduce a ban on imports of HCFC-based equipment and simplify the procedure for issuing import permits originally planned for 2015, has been delayed to 1 January 2018. The proposal is being reviewed by the Ministry of Justice before it is submitted to the National Assembly for consideration.

9. The Government conducted regular awareness raising workshops for customs officers and is working towards integrating HCFC controls into the curriculum of Afghanistan National Customs and Tax Academy by the end of 2017.

*Refrigeration servicing sector*

10. The following non-investment activities were implemented during the second tranche of the HPMP:

- (a) Training was provided to 40 customs officers and Government officials in the control of ODS import; two workshops were conducted for customs officers and stakeholders at the provincial level to raise awareness and gain support from local Governments for the implementation of HPMP: one in Balkh province (30 participants from the northern part of Afghanistan attended) and one in Nangarhar province (25 participants from the eastern part of Afghanistan attended); and six units of portable refrigerant identifiers were purchased in 2015;
- (b) Two train-the-trainers workshops in good servicing practices and safe use of flammable refrigerants were conducted for 60 technicians from five provinces; one workshop in servicing equipment with high pressure was conducted for 40 participants in Balkh province. Some of the trained technicians will serve as trainers in subsequent training;
- (c) A survey of 500 servicing workshops was carried out and the workshops were registered, and information was collected on location, consumption, number of technicians, and suppliers of HCFC-22; and
- (d) The communication and outreach strategy up to 2020, and the awareness-raising materials for ozone-layer protection were developed.

11. For the investment components<sup>2</sup> (establishment of a reclamation centre and the phase-out of HCFC consumption in commercial refrigeration manufacturing at Qasr Yakh), the design documents and equipment specifications have been developed. After the cancellation of the project at Qasr Yakh, in August 2015, the NOU conducted an assessment of the manufacturing sector in Herat and found that, except for the enterprise Qasr Yakh, which was originally selected in the HPMP, there are six more enterprises that are designing and assembling refrigeration equipment. Raw materials and compressors, insulation panels, and refrigerant are imported, and HCFC-22 and HFC-134a refrigerants are used. After the assessment of their eligibility, one enterprise, Jahan Sarmayesh, was selected as the alternative enterprise to replace Qasr Yakh to conduct the demonstration of conversion. The phase-out of commercial refrigeration manufacturing capacity in other enterprises in the sector will be achieved through technical assistance, training and provision of equipment. An international consultant has been selected jointly by the Government of Afghanistan and UNIDO, and a mission has been planned at the end of July 2017 for the assessment.

*Project implementation and monitoring unit (PMU)*

12. The NOU has been working closely with the stakeholders and the Quota System Committee to monitor and co-ordinate the activities implemented under the HPMP. Annual progress reports were prepared with the assistance of UN Environment.

Level of fund disbursement

13. As of May 2017, of the US \$407,000 approved so far, US \$210,287 had been disbursed (US \$173,225 for UN Environment and US \$37,062 for the Government of Germany) as shown in Table 2. The balance of US \$196,713 will be disbursed during the period of 2017 to 2020.

**Table 2. Financial report of stage I of the HPMP for Afghanistan (US \$)**

Agency	First tranche		Second tranche		Total	
	Approved	Disbursed	Approved	Disbursed	Approved	Disbursed
UN Environment	120,000	120,000	118,000	53,225	238,000	173,225
Germany	37,062	37,062	0	0	37,062	37,062
UNIDO*	47,938	0	84,000	0	131,938	0
Total	205,000	157,062	202,000	53,225	407,000	210,287
Disbursement rate (%)	77%		26%		52%	

\*At the 77<sup>th</sup> meeting, the Government of Afghanistan agreed to transfer to UNIDO all the phase-out activities included in stage I of the HPMP that had originally been intended for implementation by the Government of Germany. A balance of US \$131,938 remaining from first and second tranches were transferred to UNIDO (decision 77/16).

Implementation plan for the third tranche of the HPMP

14. The following activities will be implemented between May 2017 and May 2020:

- (a) Complete the amendment of the Ozone Regulation and introduce the ban on HCFC-based equipment starting from 1 January 2018; conduct two training courses for 40 enforcement officers in the control of ODS imports; and conduct two workshops for disseminating the amended regulation (UN Environment) (US \$25,500);
- (b) Conduct one training workshop for 15 trainers and two workshops for 60 technicians in good servicing practices; implement the certification system for servicing workshops and technicians (UN Environment) (US \$18,000);

<sup>2</sup> Given the implementation difficulties, the investment components were transferred from the Government of Germany to UNIDO at the 77<sup>th</sup> meeting. (decision 77/16).

- (c) Conduct four training courses for 100 servicing technicians in good practices and in servicing equipment with alternatives, including equipment that was designed for using flammable refrigerants (UN Environment) (US \$19,500);
- (d) Establish a national refrigeration management competence centre on reclamation, containment and best practices; provide technical assistance to three enterprises (including Jahan Sarmayesh) in the commercial refrigeration manufacturing sector (UNIDO) (US \$83,000);
- (e) Conduct awareness-raising activities, including more targeted and expanded outreach to small-quantity importers on HCFC import control; translating information materials and video clips on ozone action and ozone protection fact sheets into local-language; conducting one awareness workshop for media on HCFC phase-out (UN Environment) (US \$21,000); and
- (f) Project co-ordination, monitoring and reporting (UN Environment) (US \$36,000).

## **SECRETARIAT'S COMMENTS AND RECOMMENDATION**

### **COMMENTS**

#### Operational licensing system

15. The Secretariat raised concerns regarding informal imports in partial consignments from the neighbouring countries due to the difficulties in monitoring the import flows of such consignments, and enquired about how this will be addressed in future tranches. UN Environment advised that the small quantity/consignments of HCFCs are mainly imported by retailers and servicing workshops. During the implementation of the second tranche, the NOU initiated close consultation with them on the legal obligations surrounding these informal trades, and conducted regular consultation/follow up meetings with the Customs department, which has resulted in more actions undertaken on strict control of ODS imports. Activities planned for the third tranche, including more targeted and expanded outreach to small-quantity importers, awareness-raising activities, customs training and improved co-ordination of the Quota System Committee, are expected to further improve the effectiveness of import control and reduce informal trade.

#### Progress report on the implementation of the second tranche of the HPMP

##### *Legal framework*

16. With regard to the delay in finalizing the amendment to the Ozone Regulation, UN Environment explained that the Ozone Regulation is in the queue with the Ministry of Justice and needs to be approved by the President. After several follow ups, the Ministry of Justice included the amendment to the Ozone Regulation in their 2017 action plan and agreed to finalize it this year.

17. The Government of Afghanistan has issued the quota for 2017 at 17.6 ODP tonnes, which is below the maximum allowable limits in the Montreal Protocol and the Agreement between the Government of Afghanistan and the Executive Committee.

*Refrigeration servicing sector*

18. Regarding the regulatory support and implementation of a certification system for technicians, UN Environment explained that the certification of technicians is enforced by the Ministry of Labor, Social Affairs, Martyrs and Disabled, and a certification committee consisting of key ministries and stakeholders will be established, and technicians will be trained and receive a certificate after passing examinations. The NOU plans to organize a workshop for stakeholders to seek support in enforcing the certification system at the central and provincial levels. Training will be provided to master trainers who will in turn train technicians in provinces for the certification system at the provincial level.

Revision to the HPMP Agreement

19. The Secretariat noted a negligible difference of 0.2 ODP tonnes in the HCFC baseline consumption for compliance in the Agreement with the Executive Committee and under the Article 7 data and pursuant to decision 77/16(d) on the change of the cooperating implementing agency, relevant paragraphs and Appendices of the Agreement have been updated. Paragraph 16 has also been updated to indicate that the Agreement supersedes that reached at the 72<sup>nd</sup> meeting, as shown in Annex I to this document. The full revised Agreement will be appended to the final report of the 79<sup>th</sup> meeting.

Conclusion

20. The Secretariat noted that Afghanistan has been in compliance with the Montreal Protocol control targets. The delays in the investment component have been resolved. The activities in the servicing sector have been implemented as planned. Training and refrigerant identifiers have been provided to customs officers to enable better border control on HCFC imports. A gradual improvement in data collection and greater enforcement of ODS regulations have been achieved. The establishment of a Quota System Committee further improved co-ordination in enforcing the licensing and quota system. Despite the challenging circumstances in the country, the Government has extended the training and awareness activities to the provincial level to broaden the impact of the HPMP. Training provided to technicians in good servicing practices and in servicing equipment with alternatives, and certification of technicians will reduce consumption and ensure sustainability in the servicing sector and assist its transition to non-HCFC refrigerants.

**RECOMMENDATION**

21. The Fund Secretariat recommends that the Executive Committee:
- (a) Take note of the progress report on the implementation of the second tranche of stage I of the HCFC phase out management plan (HPMP) for Afghanistan; and
  - (b) Note that the Fund Secretariat has updated the relevant paragraphs and Appendices of the Agreement between the Government of Afghanistan and the Executive Committee based on the HCFC consumption baseline under Article 7 data and the transfer of Germany's component to UNIDO in accordance with decision 77/16, and that paragraph 16 has been updated to indicate the updated Agreement supersedes that reached at the 72<sup>nd</sup> meeting, as contained in Annex I to the present document.

22. The Fund Secretariat further recommends blanket approval of the third tranche of stage I of the HPMP for Afghanistan, and the corresponding 2017-2020 tranche implementation plan, at the funding levels shown in the table below:

	<b>Project title</b>	<b>Project funding (US \$)</b>	<b>Support cost (US \$)</b>	<b>Implementing agency</b>
(a)	HCFC phase-out management plan (stage I, third tranche)	120,000	15,600	UN Environment
(b)	HCFC phase-out management plan (stage I, third tranche)	83,000	7,470	UNIDO



## Annex I

### TEXT TO BE INCLUDED IN THE DRAFT UPDATED AGREEMENT BETWEEN THE ISLAMIC REPUBLIC OF AFGHANISTAN AND THE EXECUTIVE COMMITTEE OF THE MULTILATERAL FUND FOR THE REDUCTION IN CONSUMPTION OF HYDROCHLOROFLUOROCARBONS

(Relevant changes are in bold font for ease of reference)

1. This Agreement represents the understanding of the Government of the Islamic Republic of Afghanistan (the “Country”) and the Executive Committee with respect to the reduction of controlled use of the ozone depleting substances (ODS) set out in Appendix 1-A (“The Substances”) to a sustained level of **15.34** ODP tonnes prior to 1 January 2020 in compliance with Montreal Protocol schedules.

9. The Country agrees to assume overall responsibility for the management and implementation of this Agreement and of all activities undertaken by it or on its behalf to fulfil the obligations under this Agreement. United Nations Environment Programme (UN Environment) has agreed to be the lead implementing agency (the “Lead IA”) and the Government of Germany (**for period of 2011 to December 2016**) and UNIDO (**for the period of December 2016 to 2020**) have agreed to be cooperating implementing agency (the “Cooperating IAs”) under the lead of the Lead IA in respect of the Country’s activities under this Agreement. The Country agrees to evaluations, which might be carried out under the monitoring and evaluation work programmes of the Multilateral Fund or under the evaluation programme of any of the IA taking part in this Agreement.

10. The Lead IA will be responsible for carrying out the activities of the plan as detailed in the first submission of the HPMP with the changes approved as part of the subsequent tranche submissions, including but not limited to independent verification as per sub-paragraph 5(b). This responsibility includes the necessity to co-ordinate with the Cooperating IAs to ensure appropriate timing and sequence of activities in the implementation. The Cooperating IAs will support the Lead IA by implementing the activities listed in Appendix 6-B under the overall co-ordination of the Lead IA. The Lead IA and Cooperating IAs have entered into a formal agreement regarding planning, reporting and responsibilities under this Agreement to facilitate a co-ordinated implementation of the Plan, including regular co-ordination meetings. The Executive Committee agrees, in principle, to provide the Lead IA and the Cooperating IAs with the fees set out in rows 2.2, 2.4 **and 2.6** of Appendix 2-A.

16. This updated Agreement supersedes the Agreement reached between the Government of the Islamic Republic of Afghanistan and the Executive Committee at the **72<sup>nd</sup>** meeting of the Executive Committee.

## APPENDICES

### APPENDIX 1-A: THE SUBSTANCES

Substance	Annex	Group	Starting point for aggregate reductions in consumption (ODP tonnes)
HCFC-22	C	I	<b>23.60</b>

## APPENDIX 2-A: THE TARGETS, AND FUNDING

Row	Particulars	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Total
1.1	Montreal Protocol reduction schedule of Annex C, Group I substances (ODP tonnes)			23.60	23.60	21.24	21.24	21.24	21.24	21.24	15.34	n/a
1.2	Maximum allowable total consumption of Annex C, Group I substances (ODP tonnes)			23.60	23.60	21.24	21.24	21.24	21.24	21.24	15.34	n/a
2.1	Lead IA (UN Environment) agreed funding (US \$)	120,000	0	0	118,000	0	0	120,000	0	0	40,825	398,825
2.2	Support costs for Lead IA (US \$)	15,600	0	0	15,340	0	0	15,600	0	0	5,307	51,847
2.3	Cooperating IA (Germany) agreed funding (US \$)	37,062	0	0	0	0	0	0	0	0	0	37,062
2.4	Support costs for Cooperating IAs (US \$)	4,818	0	0	0	0	0	0	0	0	0	4,818
2.5	Cooperating IA (UNIDO) agreed funding (US \$)	0	0	0	0	0	131,938	83,000	0	0	28,276	243,214
2.6	Support costs for Cooperating IA (US \$)	0	0	0	0	0	11,874	7,470	0	0	2,545	21,889
3.1	Total agreed funding (US \$)	157,062	0	0	118,000	0	131,938	203,000	0	0	69,101	679,101
3.2	Total support costs (US \$)	20,418	0	0	15,340	0	11,874	23,070	0	0	7,852	78,554
3.3	Total agreed costs (US \$)	177,480	0	0	133,340	0	143,812	226,070	0	0	76,953	757,655
4.1.1	Total phase-out of HCFC-22 agreed to be achieved under this Agreement (ODP tonnes)											8.26
4.1.2	Phase-out of HCFC-22 to be achieved through previously approved projects (ODP tonnes)											n/a
4.1.3	Remaining eligible consumption of HCFC-22 (ODP tonnes)											15.34

## APPENDIX 5-A: MONITORING INSTITUTIONS AND ROLES

1. The National Ozone Unit (NOU) will submit annual progress reports on implementation status of the HPMP to UN Environment and **UNIDO**.