



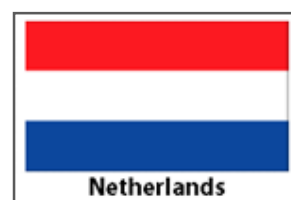
**United Nations Development Programme**  
**Afghanistan**  
**Afghanistan Sub-National Governance Programme (ASGP)**  
**Annual Progress Report – 2009**



**Female students preparing for their management test upon completion of the basic training course for civil servants supported by ASGP through 23 training centres across Afghanistan. 454 women graduated in 2009, 261 persons more than in 2008.**

**Project ID:** 0051486  
**Duration:** 2006-2011  
**Strategic Plan Component:** Democratic Governance  
**CPAP Component:** Outcome 3: the state has improved ability to deliver services to foster human development and elected bodies have greater oversight capacity  
**ANDS Component:** Pillar 2: "Governance, rule of law and human rights:  
**Total Budget:** \$43,242,339  
**Responsible Agency:** Independent Directorate of Local Governance (IDLG) and the Independent Administrative Reform and Civil Service Commission (IARCSC)

## ASGP DONORS



UNDP

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## Executive Summary

The year 2009 saw considerable progress in ASGP implementation. The Subnational Governance Policy was finalised, endorsed by the Policy Review Committee and submitted to the Cabinet. Although its approval was delayed, strong consensus was achieved over the content and direction of the policy. With ASGP support, IDLG improved its capacities to design and regulate the new subnational governance framework. The internal audit function strengthened, with financial management and audit manuals introduced, 84 internal auditors appointed, and 12 provincial governors' offices, 11 district governor's offices, and 11 provincial municipalities audited. ASGP supported capacity development for the IDLG Strategic Planning Team, which confidently took the lead in provincial strategic planning by the end of the year.

Considerable progress was made in public administration reform and capacity development for subnational civil service. 5,052 civil servants, including 454 women (11%), received basic training in 23 ASGP-supported provincial training centres, almost twice as many as in 2008. Merit based recruitment increased by 3,000, reaching 14,104 civil servants recruited, including 7% of women. Pay and grading reform was successfully launched, with 7492 positions restructured (9.3% of the total).

In 2009, ASGP ensured that the PC Information Network and Resource Centre become fully operational through technical assistance and staff support. The PC Resource Centre played an important role in promoting information sharing and information exchange events. To strengthen the role of PCs in public service monitoring, ASGP organized a series of training and coaching events in five provinces, with the participation of 120 PC members.

ASGP worked to improve internal procedures and strengthen performance of provincial and district governor's offices. As a result of introduction of provincial manuals in 10 provinces and district manuals in 96 districts, the backlog of public grievances reduced by 8-15% and non-response rate dropped by 20-25%. Revenue improvement action planning and solid waste management programmes introduced by ASGP in 12 provincial and 6 district municipalities resulted in an increase in municipal revenues from 18 to 46% as compared to the previous year.

These achievements would not have been possible without strong partnerships and support by national and international partners. The IDLG and IARCSC participated in all stages of the project and made a significant contribution to its implementation. ASGP coordinated its activities with the UN family, bi-lateral and multi-lateral donors to achieve a better synergy of efforts. ASGP also established six regional offices to improve inter-agency coordination in the field, customise ASGP to particular needs of local authorities and to bring technical assistance and support closer to provincial, district and municipal administrations.

ASGP faced several challenges in 2009: deteriorating security situation, particularly in the south and centre; a period of uncertainty following the Presidential elections in August 2009; relocation of a number of international staff out of Afghanistan; and transition to the next phase of the project. These challenges did not allow ASGP to achieve all planned results, particularly affected were the PC support programme, good governance performance measurement system, provincial strategic planning, Kandahar and Uruzgan governance support programmes.

ASGP strengthened programme monitoring in 2009 and made it more participatory, involving international and national counterparts not only in the centre but also at the subnational level. This process helped ASGP formulate a few lessons learned, most important of which were that moving from Kabul centric to provincial approach is vital to deliver results and create national ownership; effective communication with national and international stakeholders is important for the programme's success; local peer learning and knowledge sharing significantly increases effectiveness; devolution of programmatic responsibilities to national partners is advantageous but must be commensurate with their capacities and resources; although work can be done in insecure areas, we have to be realistic and do not forget about secure areas at the same time.

Last but not least, ASGP undertook a comprehensive revision of its design and implementation strategy following the project's mid-term review in June 2009, which resulted in a new project document for the second phase of the project to be launched in 2010. The new project's document developed in close cooperation with all relevant national and international stakeholders describes a much more focused and streamlined project based on a provincialised implementation modality. The new project document was signed between UNDP and the Independent Directorate of Local Governance in January 2010.

The report starts with performance review against the ANDS benchmarks and the UNDAF and CPAP outcomes and outputs. It further reviews implementation strategy and management strategy, including issues such as quality of partnerships, sustainability, timely delivery of outputs, allocation of resources and other subjects. Then the report describes in detail ASGP's implementation progress in seven main outputs. At the end, the report analyzes programmatic challenges, including risks and issues, and formulates a few lessons learned.

## Context

The ultimate objective of the Afghanistan Subnational Governance Programme (ASGP) is to strengthen the democratic state and government institutions at all levels to govern and ensure quality public service delivery through advocacy, policy advice and capacity development. As cited in the recent Report of the Secretary General on the situation in Afghanistan and its implications for international peace and security, *"Insecurity continues to be the single greatest factor impeding progress in Afghanistan."* The gap between the government and the people contributes to the deteriorating security throughout Afghanistan. By strengthening the capacity of the government and seeking to bridge this gap ASGP may also contribute to improving the security situation throughout the country.

IARCSC and IDLG remain the main governmental partners of ASGP. ASGP also actively cooperates with a number of other government institutions, including the Central Statistical Office, the Ministry of Counter-Narcotics and the Ministry of Economy. In addition, ASGP actively collaborates with several UNDP projects and a multitude of international partners.

Direct beneficiaries of the programme include the central and subnational staff of the IDLG and IARCSC as well as subnational staff of key line ministries and independently elected provincial councils. Indirectly, the programme results are expected to have a positive impact on the lives of ordinary citizens by improving local development and service delivery through participatory and more effective and efficient subnational governance.

The programme is aligned with the goals and objectives of the Afghanistan National Development Strategy (ANDS). More specifically, it directly supports the "Good Governance and Rule of Law" pillar of ANDS, which requires that, by 2010, government machinery will be restructured and rationalized to ensure a fiscally sustainable public administration; the Independent Administrative Reform and Civil Service Commission will be strengthened; and civil service functions will be reformed to reflect core functions and responsibilities. In close partnerships with other UN agencies, the project supported progress towards the realization of the overall United Nation Development Assistance Framework (UNDAF) Outcome 2, which focuses on creating an effective more accountable and more representative public administration at the national and subnational levels, with improved delivery of services in an equitable, efficient and effective manner.

Programme resources are applied towards the achievement of CPAP Outcome 3, which focuses on improving the state's ability to deliver services to foster human development and enhancing the elected bodies' oversight capacity. This includes efforts to achieve CPAP Outputs 3.1, 3.2, 3.3 and 3.4, which focus on development of inclusive legislation, policies and programmes to improve the quality of service delivery; on strengthening the IARCSC management and coordination capacity to implement public administration reform; on improving the capacity of elected bodies to provide effective oversight; and on strengthening in-house capacities within government for policy research, analysis and formulation.

## II. Performance review

### 1. Overall progress towards the ANDS benchmark(s)

ASGP supports the Government of Afghanistan in the achievement of Goal 2 of the ANDS: Strengthen democratic practice and institutions, human rights, the rule of law, delivery of public services, and government accountability. Specifically, ASGP efforts in 2009 contributed to significant progress in the public administration reform process at the subnational level, which should be completed by 2013. ASGP supported the efforts of the Government to further subnational public administration reform by providing technical assistance to the IARCSC regional and provincial offices and training centres as well as to the provincial governor's offices and provincial capacity building working groups. Reform of subnational administration continued, with 5052 subnational government units in provinces and district reformed, (58.4% of the total number). A new development in 2009 was the launch of the pay and grading reform, which by the end of this year involved 7,492 civil servants (9.3% of the subnational civil service). The capacity of subnational civil service continued to improve, with the total number of civil servants trained through the IARCSC training programmes reaching 5,052, 4.5 times more than in 2007. The number of merit based appointments in 2009 increased by 25% in comparison to 2008 and reached 14,104. 6143 performance appraisals of civil servants at the subnational level were completed (7.6% of the total number of civil servants), a 56% increase from 3894 appraisals carried out in 2008.

ASGP contributed to other ANDS targets by supporting the development of the Subnational Governance Policy for Afghanistan, which was finalized in close cooperation with 23 ministries, agencies, high offices and independent commissions of the GOA. ASGP contributed to the formulation of the SNG Policy implementation framework to be completed by 2011, according to the ANDS, by providing technical expertise for preparation of five draft laws (Local Government Law, Village Council Law, District Council Law, Provincial Council Law, and Municipalities Law).

ASGP implementation in 2009 also contributed to improved participation of women in governance, another ANDS target. Out of 14,104 civil servants recruited in 2009, 1,021 (7%) were women, an increase of 2% over the past year. Women constituted 13% of the civil service trainees in IARCSC training centres, three percent more than in 2008. 830 provincial and district officials in 18 provinces improved their understanding of the role of women in subnational governance through a specially-designed module incorporated in the IARCSC-ASGP training programmes in provincial and district operating manuals. Women also made up about 6% of civil servants who received on the job training in provincial, district and municipal operating manuals. About 20% of the PC members who participated in training and learning sharing exercises in 2009 were also women. ASGP worked to ensure a better access of women to public services by encouraging their participation in local waste management committees where they made up approximately 10%.

## 2. Overall progress towards the UNDAF outcome

ASGP contributes to the achievement of two UNDAF outcomes: Outcome 2 'Government capacity to deliver services to the poor and vulnerable is enhanced' and Output 3 'The institutions of democratic governance are integrated components of the nation'.

ASGP contributed to better local service delivery both directly and indirectly. The direct contribution of ASGP included revenue improvement action planning in 12 provincial and six district municipalities and support to municipal solid waste management programmes in 16 municipalities. In 2009, municipal revenues in municipalities covered by ASGP increased from 18 to 46% as compared to the previous year. In provincial and district governor's offices, ASGP focused on implementation of streamlined procedures for processing public appeals and grievances. As a result of introduction of provincial manuals in 10 provinces and district manuals in 96 districts, the backlog of public grievances reduced by 8-15% and non-response rate dropped by 20-25%. Indirectly, ASGP contributed to better service delivery by promoting a more qualified and efficient subnational civil service through training (5,052 civil servants received basic training in 2009, almost twice as many as in 2008) and merit based recruitment: 2009 saw 14,104 civil servants recruited (including 7% of women), which was 3,000 more than in 2008.

ASGP supported institutions of democratic governance through a number of capacity development programmes targeting Provincial Councils and creation of knowledge management and information exchange mechanisms at the national and subnational levels to promote the role of democratic governance institutions in conflict resolution and management, development, and planning and monitoring of local service delivery. In 2009, ASGP ensured that the PC Information Network and Resource Centre become fully operational through technical assistance and staff support. The PC Resource Centre played an important role in promoting information sharing and information exchange events, such as the National PC Forum convened to review the performance of the first PC mandate, formulate best practices, and identify the PC role in the budget process for 1388, in which 96 PC members, including 42 women, took part. To strengthen the role of PCs in public service monitoring, ASGP organized a series of training and coaching events in the North (Sari Pul, Samangan, Faryab, Balkh, Jawzjan) to engage PCs in monitoring and evaluation of municipal solid waste management and improve cooperation between PCs and municipal authorities in service delivery.

## 3. Overall progress towards the CPAP outcome and output

ASGP programmatic activities contribute to Outcome 3 of the Country Programme: The state has improved ability to deliver services to foster human development and elected bodies have greater oversight capacity, particularly Output 3.1 'Inclusive legislation, policies and programmes are in place, and government institutions are strengthened to improve the quality of service delivery' and Output 3.3 'Improved capacity of elected bodies to provide effective oversight'. In addition to the programmatic activities described in Sections 1 and 2 above, ASGP developed the concept of provincial strategic planning and helped the IDLG to launch its implementation in the provinces of Balkh and Herat, with eight more provinces to follow in 2010. Provincial strategic planning is designed to create a holistic strategic vision for each

province in the areas of security, governance and socio-economic development and is the main instrument for localization of the national targets identified in the ANDS and the Millennium Development Goals for Afghanistan.

## Implementation strategy review

### 1. Participatory/consultative processes

ASGP involved all stakeholders in defining priorities, scheduling activities, and delivering outputs. In 2009, ASGP made a special effort to build the capacity of national partners in programme and project management through the process of a continuous dialogue that allows them to define their priorities, scheduling, targeting and delivery.

In 2009, ASGP cooperated very closely with the IDLG and IARCSC in the identification of project priorities, design of project activities and training programmes as well as in scheduling the project action plans. The IDLG and IARCSC also played a crucial role in the delivery of ASGP planned results through a system of task orders. In 2009, ASGP improved its cooperation with provincial and district offices through provincial task orders designed to deliver technical assistance directly to provincial, district, and municipal offices in accordance with their real needs. These task orders were developed with direct participation of provincial authorities and municipal authorities and covered 22 provincial governors' offices and their subordinate district offices as well as 18 provincial and district municipalities.

ASGP closely worked with the Policy Directors and Deputy Ministers of 23 ministries, agencies, high offices and independent commissions of the GOA on the finalization of the Subnational Governance Policy and development and operationalization of the provincial strategic planning concept. The principal partners included the Ministries of Finance (MOF), Economy (MOE), Rural Development (MRRD), Counternarcotics (MCN), and Agriculture (MAIL).

ASGP involved multi-lateral and bi-lateral donors, aid agencies, and embassies in the planning, monitoring and evaluation of its programmatic activities and coordinated with them the delivery process through workshops, regular project board meetings, individual discussions and field visits, project reports and such like. CIDA, DFID and the Ministry of Development Cooperation of the Netherlands participated in the ASGP planning workshop, which identified programmatic priorities and set provincial targets for 2009.

### 2. Quality of partnerships

Throughout 2009, ASGP maintained close and fruitful cooperation with all stakeholders. The support and partnership with the IDLG and IARCSC was instrumental for identification of programmatic activities, such as provincial strategic planning, establishment of the Provincial Council Resource Centre, in-country PAR study tours, to name just a few. IDLG and IARCSC also made a significant contribution to completion of a number of activities centrally and locally.

Successful cooperation continued with other UNDP projects, such as the Capacity for the

Afghan Public Service Programme (CAP) and Civil Service Senior Leadership Development (CSLD). This cooperation led to a number of joint capacity building interventions at the central and subnational levels, such as training for provincial senior civil servants. Cooperation with UNAMA covered a wide range of issues and was particularly useful for the initiation of strategic planning in the Herat province. ASGP appreciated the support of UNIFEM and the Ministry of Women's Affairs (MOWA) in promotion of gender mainstreaming in IDLG and ASGP programmes.

The year 2009 saw also close cooperation with USAID and The Asia Foundation, particularly on the issues of capacity building for IDLG, implementation of municipal programmes and execution of the action plan for Uruzgan. ASGP achieved higher quality of cooperation with USAID by establishing a good division of labour: USAID will focus principally on service delivery, training and the provision of funding at the local level while ASGP emphasizes institutional development of IDLG, provincial and district governors' offices and councils, and municipalities, including implementation of subnational public administration reform in partnership with the IARCSC. CIDA was very helpful in supporting ASGP operations in Kandahar by advocating certain activities, such as provincial strategic planning and public administration reform, with the provincial leadership and by facilitating ASGP communication with district officials in the districts, which remain out of bounds for UNDP. Cooperation with the EC Mission was very helpful for strengthening the ASGP quality control mechanisms.

All donors made a significant contribution to the development of the project document for the ASGP second phase (2010-2014), especially the UK Department for International Development (DFID), and their comments, criticisms and suggestions were taken into account in the final draft.

### 3. National ownership

As already mentioned, national counterparts were involved in all stages of the ASGP implementation process, from planning to monitoring and evaluation. All major activities in the field, such as seminars, workshops/trainings, missions, and study tours were planned and implemented in close cooperation with IDLG and IARCSC. In fact, their staff played the key role in a number of ASGP-assisted interventions, such as introduction of provincial and district operating manuals in 18 provinces, operation of 22 training centres country-wide, rollout of the municipal revenue improvement planning and solid waste management programs in 16 municipalities and so on.

The main instrument for promoting and strengthening national ownership consisted of task orders developed in 2009 based on the Letters of Agreement signed between UNDP/ASGP on one side and the IDLG and IARCSC on the other. Task orders put the onus on the national counterparts for achievement of their specific outputs and outcomes, with ASGP playing a supporting role. The number of task orders increased from 14 to 38, including individual task orders for 22 provincial, district and municipal offices, and the amount to be spent under the task orders increased from \$6.3 million in 2008 to \$9.7 million in 2009. The IDLG project support unit and the IARCSC project management unit played an ever increasing role in the management of the task orders, with about 25% of the funding under their direct control.

## 4. Sustainability

ASGP operated as a DIM (direct implementation) project in 2009 and will use the same modality for most of the second phase. At the same time, ASGP attaches great importance to the development of the programme delivery capacities of national partners as the main method of ensuring the sustainability of the project in the future.

First and foremost, ASGP saw the guarantee of the programme's sustainability in the ability of the national partners to independently manage the innovative systems and mechanisms developed in the course of the programme and effect relevant changes based on the good understanding of such systems and mechanisms and new professional skills. The examples in 2009 included an ever increasing engagement of the IDLG and IARCSC in the introduction and application of the provincial and district operating manuals; good functioning of the integrated financial management system in the IDLG, including financial planning, forecasting and reporting; the leading role of the IDLG in the provincial strategic planning developed by the end of 2009; more prominent contribution of the IARCSC regional offices in subnational public administration reform and so on. This process involved the subnational level as well: for example, municipalities, provincial councils and other local structures played a much more important role in the implementation of revenue improvement planning and solid waste management programmes. These positive developments became possible as a result of ASGP persistent capacity development efforts targeting a variety of national stakeholders in the centre and in provinces, from senior management staff in the IDLG and IARCSC to local NGOs. Further, ASGP itself underwent a process of Afghanization in 2009, with two of its major components for provincial and district governance and municipalities headed by Afghans.

Secondly, ASGP continued to upgrade the administrative and logistical capacities of the national partners for programme and project delivery. ASGP supported recruitment of management, procurement and ICT advisors for the IDLG Project Support Unit (PSU) and continued its support to the IARCSC Project Management Unit to further build the capacity of national staff to conduct LOA related procurement and recruitment, with a number of operational manuals drafted and introduced.

Lastly, ASGP in agreement with the IDLG launched in 2009 an upsurge of qualified Afghan experts in support of the ASGP and GOA programmes at the subnational level. In addition to 161 staff in IARCSC regional and provincial offices in all 34 provinces, ASGP and IDLG signed in 2009 a task order envisaging recruitment of over 120 experts and specialists to be deployed in provincial, district and municipal administrations in 22 provinces. The primary function of these specialists will be to act as coaches and trainers for their subnational counterparts. As subnational offices become more capable, the specialists will be phased out or fully integrated into government structures as regular civil servants.

## Management effectiveness review

### 1. Quality of monitoring

In 2009, ASGP internal monitoring mechanisms became more effective with the establishment of a Knowledge Management and Monitoring Unit and development of the project performance tracking matrix, project monitoring matrix and improved risk analysis. Issue and

risk logs were regularly maintained to allow timely preventive and corrective actions and follow up. Monitoring of performance and results was focused on Programme-end outcomes at the Component level and annual indicators at output level. The indicators contained in this indicative work plan attempted to be time bound, specific, relevant, and quantifiable. Monitoring was exercised through field visits, regular weekly, monthly and quarterly reports at the component and programme level, special reports and best practices compilations. A significant addition to the internal monitoring mechanisms became the establishment of six regional offices in the North, Northeast, Centre, East, South and West. The deployment of regional offices allowed ASGP to increase the number of field monitoring missions to 44 in 2009, which is twice as much as in 2008, and to collect more reliable baseline information on subnational governance at the provincial level.

In addition, ASGP underwent three external audits and evaluations in 2009. In the first quarter, KPMG International completed an external audit of the project for the years 2006/07. This resulted in a positive (un-qualified) audit rating. The audit report provided some recommendations to ASGP, which the project fully implemented during 2009. In June 2009, the European Mission's Result-Oriented Mission (EU ROM) issued a monitoring report, which rated ASGP's relevance and quality of design as well as its impact and sustainability to date at B level. The report suggested the programme's streamlining and reduction of the outputs, which was addressed in the ASGP 2010 annual work plan and in the project document for Phase II. Other recommendations of the report were also addressed, such as improved custom orientation of the programme and strengthening of its operations management.

During the second quarter, the midterm review of the project was completed. This independent review noted several areas for improvement, such as the management structure and bureaucratic requirements of both UNDP and ASGP including the Kabul-centric management structure, programme assistance preparation, communications with stakeholders, and the monitoring and evaluation and performance management. This notwithstanding, the mid-term review provided a strong endorsement of ASGP's methodology and impact. Also, the review strongly recommended that ASGP's regionalisation should be further expanded, stating that future ASGP programme delivery in the provinces and municipalities should be managed out of the newly established regional offices. ASGP undertook measures to implement the recommendations of the review. Additional channels of communication were established at the national and subnational levels to improve the communication between UNDP/ASGP and the IDLG, and focal points were appointed within the IDLG and ASGP to help ensure timely processing of operational and financial transactions. The regional offices became adequately resourced and operational, with 32 programmatic and operations staff deployed, including seven international governance advisors. These offices will play an even more important role during the second phase of the project as advisory and resource centres in charge of ASGP technical assistance in provinces, districts and municipalities.

## **2. Timely delivery of outputs**

Timely delivery of outputs presented a particular challenge in 2009 for five reasons. Deteriorating security was one of the primary reasons for not fully implementing the ASGP plans. This and the relocation of about half of the international staff out of the country as a

result of the revision of security rules following the attack on a UN guesthouse in October 2009 further impeded ASGP implementation. Although a number of international staff continued working out of the country, technical assistance to the IDLG on policy development, financial management, performance measurement and some other issues had to be reduced in the fourth quarter. In Uruzgan, a training programme on the district operating manual had to be rescheduled several times but was cancelled at the end due to the failure of district staff to arrive to Tirinkot. Poor security also prevented the launch of provincial strategic planning in Uruzgan. In Kandahar, ASGP could not conduct a training programme on provincial operating manual as the provincial leadership found the idea of convening a large number of provincial officials in the same location too risky. Due to precarious security, ASGP had to postpone the launch of its solid waste management programme in the Kandahar municipality. ASGP is planning to implement all these activities in the first quarter of 2010 subject to adequate security conditions.

The presidential and provincial council elections were another major disruption factor. In addition to intensifying security concerns, the elections made the work with Provincial Councils impossible, first because of the election campaign and then due to a prolonged certification period. The operations of the PC Platform and Resource Centre came virtually to a stop during the second half of the year. For the same reason, ASGP could not complete in 2009 the orientation training for newly elected PC members. Further rollout of the good governance performance measurement system (GOFORGOLD) had to be put on hold as PC members were not available for participation in the activities of provincial performance measurement teams. The uncertainty prior to and following the first round of the election affected the willingness of national partners to take longer-term strategic decisions and launch large-scale initiatives. In particular, the Subnational Governance Policy could not be approved by the Cabinet in 2009 despite its endorsement by the Policy Review Committee convened under the chairmanship of the second Vice President with the participation of 32 ministers and heads of agencies in May 2009. ASGP now expects the Policy to be approved by March 2010.

Thirdly, in certain cases the amount of effort required for the delivery of certain results and their complexity were underestimated. Thus, the efforts at the central and subnational levels to introduce the concept of results-based strategic planning (as opposed to lists of projects), to achieve an adequate level of stakeholder engagement, and to develop the relevant research, analytical and drafting skills took much longer than planned and did not allow preparation of 10 provincial strategic plans in 2009. At the end of 2009, strategic planning process was underway in two provinces, Herat and Balkh, and ASGP hopes to achieve the target of 10 provincial strategic plans in 2010.

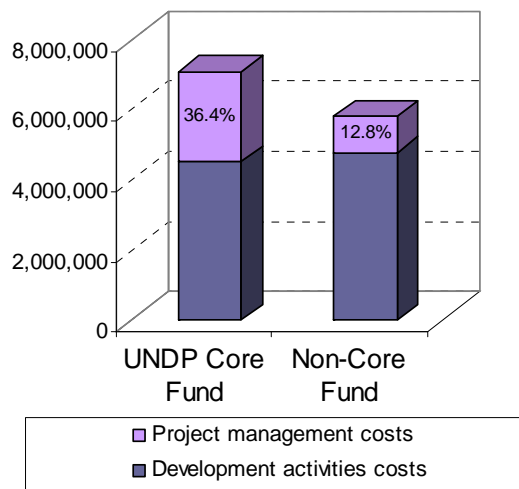
Some planned outputs were cancelled as result of the ASGP revision in mid-2009 following the conclusions of the EU monitoring mission and the mid-term review. ASGP increased its focus on support to government institutions and stopped the implementation of outputs relating to promotion of civil society engagement and conflict-sensitive land management. The decision to reduce these outputs was taken after careful consideration of the ASGP comparative advantages to maximize the programme's efficiency and to avoid duplication of efforts with other organizations.

Lastly, the timely delivery of results was hampered by lengthy procurement and staffing procedures in both UNDP and the Government. Although internally the average recruitment and procurement rates increased 20% with the establishment of the Project Business Centre at the beginning of 2009, the lack of response on the part of contractors, lack of qualified local

resources and the difficulty in attracting qualified international advisors due to the prevailing security conditions resulted in slow delivery of equipment and mobilization of national and international personnel. 80% of the equipment envisaged in the 2009 procurement plan was procured by the end of the year but only 30% was actually delivered due to security and transportation problems. Cumbersome recruitment procedures and lack of coordination with provincial governors did not allow the IDLG to deploy 120 experts for provincial, district and municipal administrations as per the task order signed with ASGP although by the end of 2009 job offers were issued for 75% of the candidates.

### 3. Resources allocation

ASGP utilized its resources effectively in the year 2008, with 36.4% of the resources used for ASGP management. The bulk of the resources used for project management and staff salaries



came from the UNDP core budget so that only 12.8% of donor funds were used for purposes other than development activities as such. A significant development in 2009 was allocation of more resources in support of development results in provinces, districts and municipalities. The percentage of resources to be used at the subnational level increased 23% in 2009, with specially designed support programme developed for 22 provinces, including Kandahar, Uruzgan, and Daikundi. The task order signed

between the IDLG and ASGP allocated over \$1.5 million for use by provincial, district and municipal offices under joint ASGP-IDLG control. 24% of this budget was earmarked for human resources support and 76% for equipment. Although the task order could not be implemented in its entirety, 80% of the equipment was procured and 75% of personnel received their job offers by the end of 2009.

### 4. Cost-effective use of inputs

For capacity development programmes, cost effectiveness is expressed in terms of a ratio where the denominator is a gain in capacities from a measure (percentage of qualified staff in subnational civil service, quality of subnational planning, amount of municipal revenues) and the numerator is the cost associated with the programmatic gain. In 2009, ASGP used two main approaches to ensure cost-effective use of inputs. The first approach consisted of minimizing the cost of inputs whereas the second approach maximized the outputs and outcomes achieved per unit of input.

The first approach was based on economic use of staff, equipment and other resources. As described in Sections 2 and 3 under Implementation strategy review, the role of national partners in ASGP implementation significantly increased, allowing a leaner ASGP structure with only five programmatic international staff in Kabul at the end of 2009. All components utilized partner government authorities' available resources such as conference rooms, IT equipment, collection vehicles and human resources in the implementation of support packages. Likewise, in the course of joint implementation ASGP shared resources with UNAMA and other UNDP projects, such as Afghanistan's New Beginnings Programme (ANBP) and Civil Service Leadership Development (CSLD) project. Shared resources included expertise, office premises, communication equipment, and transportation and resulted in savings of programmatic and operational funds, particularly significant in Kandahar where the ASGP office was hosted in the ANBP compound. Further, ASGP revised its programmatic plans in mid-2009 following the conclusions of the EU ROM mission and the mid-term review. This revision resulted in a streamlined programme with fewer outputs, which allowed the ASGP to reduce personnel costs and increase resources available for direct support to subnational government institutions.

The second approach included maximization of programmatic outputs and outcomes using innovative programme design and implementation. For example, special emphasis was placed on ASGP rollout through peer learning and exchange of experiences. Once a specific programmatic intervention was successfully implemented and took roots in one location, ASGP facilitated learning and exchange programmes to allow more experienced officials to transfer their experience to colleagues from other locations. Thus, the Mazar Provincial Governor's Office, most advanced in terms of PAR implementation, hosted in May a study tour for 74 senior provincial officials from 13 provinces of the North, Northeast, Centre and South of Afghanistan. In September, representatives of the Mazari Sharif, Aybak (Samangan) and Sari Pul municipalities went to Kandahar as lecturers and trainers for a six day combined training programme on revenue improvement planning and solid waste management for their counterparts from the municipalities of Kandahar and Lashkargah (Helmand).

## Implementation Progress

### Output 1.1 The capacity in IDLG to design and regulate a new subnational governance framework is attained

#### ***1.1.1 Technical upgrade of Finance and Audit Departments through re-organization, training and technical assistance.***

By the beginning of 2009, the IDLG Finance and Audit Department was established with the support of ASGP and developed the capacity to generate daily expenditure reports for central and sub-national operations through an integrated financial management system compatible with the Ministry of Finance (MOF) standard Afghanistan Financial Management System (AFMIS). ASGP facilitated collaborative support to IDLG's financial unit from the MOF, as well as USAID and DFID projects, to introduce financial management systems and to provide training to IDLG staff on programme and provincial budgeting.

Building on these achievements, ASGP intensified its capacity development efforts throughout 2009, focusing on the strengthening of financial management and internal audit systems and skills. ASGP supported the development of Public Financial Management guidelines and their introduction in all provincial, district and municipal offices through training of over 500 relevant staff in the centre and in provinces. IDLG financial management significantly improved, with the institution of expenditure management based on AFMIS generated reports. At the same time, ASGP worked to introduce and reinforce programme planning and budgeting in IDLG structures. To this end, training in programme budgeting was arranged for 39 IDLG officials (including one woman) from various IDLG units and programmes. These efforts resulted in the production of regular financial reports and reviews by programme and in the development of a comprehensive IDLG Programme Budget for 2010 submitted to the Ministry of Finance. As part of the financial management upgrade, ASGP contributed to the development of a format for provincial budget forecasting based on the relevant baseline information collected in nine provinces. The format for budget forecasting was adopted by all IDLG subnational offices.

**1.1.2 Operation of Capacity Building Unit in IDLG to train rank-and-file members at the centre and below.**

The IDLG took decision to establish a Capacity Building Unit (CBU) in 2008. However, the CBU key staff members, including its director, could be recruited only at the end of 2009, which did not allow the CBU to become operational during 2009. This notwithstanding, ASGP made a significant contribution to the groundwork for successful future operation of the CBU. Most significantly, ASGP finalized the IDLG capacity building strategy, which identifies the principles, main areas and modalities of capacity building and capacity development efforts in the centre and in the IDLG subnational offices. Based on the strategy, ASGP assisted the IDLG in the development of an action plan for the CBU and its terms of reference. Also, ASGP supported the recruitment process for the CBU by preparing its organizational chart and job descriptions for the key positions.

To create a baseline for the IDLG existing capacities and to facilitate planning of specific capacity development programmes, ASGP developed an IDLG Capacity Scoring System as a tool designed to measure IDLG’s organizational capacity by means of a single

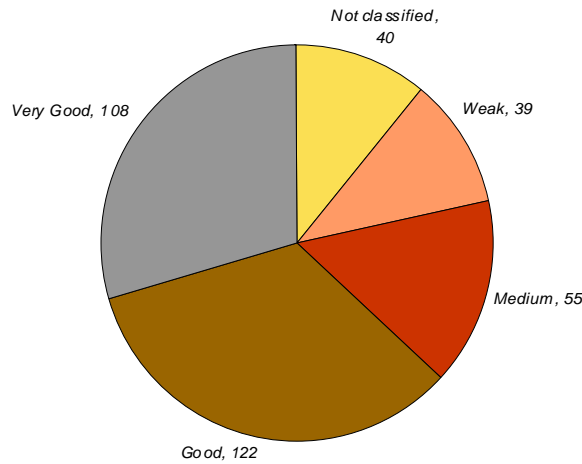
number between 1 and 4, where 1 is the lowest level of capacity and 4 is the highest. This number is itself an average of sub-values between 1 and 4, for each of the following 13 capacities divided into two groups: organizational foundations (across the IDLG) and business units specific. Capacities relating to organizational foundations include corporate focus, organizational structure, organizational level performance measurement, project level performance management, professional development, and knowledge management. Capacities specific to IDLG business units include policy, municipalities, elected councils, governor support, communications, finance and administrations. According to the ASGP assessment with the use of the scoring tool, the overall level of IDLG capacity at the end of 2009 was 1.96 out of 4 as indicated in the Table.

**Table: IDLG Capacity Assessment**

| <b>Capacity</b>                                    | <b>2009 Baseline</b> |
|--|----------------------|
| <b>Organizational Foundations</b>                  |                      |
| <i>Corporate Focus</i>                             | 1.8                  |
| <i>Organizational Structure</i>                    | 2.4                  |
| <i>Organizational Level Performance Management</i> | 1.8                  |
| <i>Project-Level Performance Management</i>        | 2.3                  |
| <i>Staff-Level Performance Management</i>          | 2.1                  |
| <i>Professional Development</i>                    | 1.0                  |
| <i>Knowledge Management</i>                        | 1.5                  |
| <b>Organizational foundations score</b>            | <b>1.84</b>          |
| <b>Business Units</b>                              |                      |
| <i>Policy</i>                                      | 2.4                  |
| <i>Municipalities</i>                              | 1.5                  |
| <i>Elected Councils</i>                            | -                    |
| <i>Governor Support</i>                            | 2.4                  |
| <i>Communications</i>                              | 2.0                  |
| <i>Finance &amp; Administration</i>                | 2.1                  |
| <b>Business Units score</b>                        | <b>2.08</b>          |
| <b>Overall IDLG Capacity Score</b>                 | <b>1.96</b>          |

The analysis of district level governance data (described in more details in 1.1.4) was also instrumental for identification of capacity development needs at the lower levels of subnational

Less than 40 of the District Governors consider their awareness of administrative issues to be “weak”, and nearly two-thirds consider it to be “good” or “very good”.



GOVERNOR AWARENESS OF ADMINISTRATIVE ISSUES

governance, indicating, for example, that 40% of district governors do not have adequate knowledge of administrative issues.

**1.1.3 IDLG Internal Audit Unit Capacity Building through re-organization, training and technical assistance.**

The internal audit function was significantly upgraded in 2009, with the recruitment of internal auditors in 22 provinces and development and introduction of internal audit guidelines in all provincial, district and municipal offices of the IDLG. To create a cadre of qualified internal auditors for IDLG, ASGP supported nine rounds of training with the participation of 83 internal auditors from all over the country. These measures enabled a thorough audit of 12 provincial governor’s offices (in Bamyan, Badghis, Paktika, Herat, Ghazni, Panjsher, Faryab, Jawzjan, Samangan, Takhar, Maidan Wardak and Kabul), 11 municipalities (in Bamyan, Badghis, Paktika, Herat, Ghazni, Panjsher, Faryab, Jawzjan, Samangan, Takhar and Maidan Wardak), and 20 District Governors’ Offices in the provinces of Laghman, Panjsher, Parwan, Baghlan, Samangan and Kapisa.

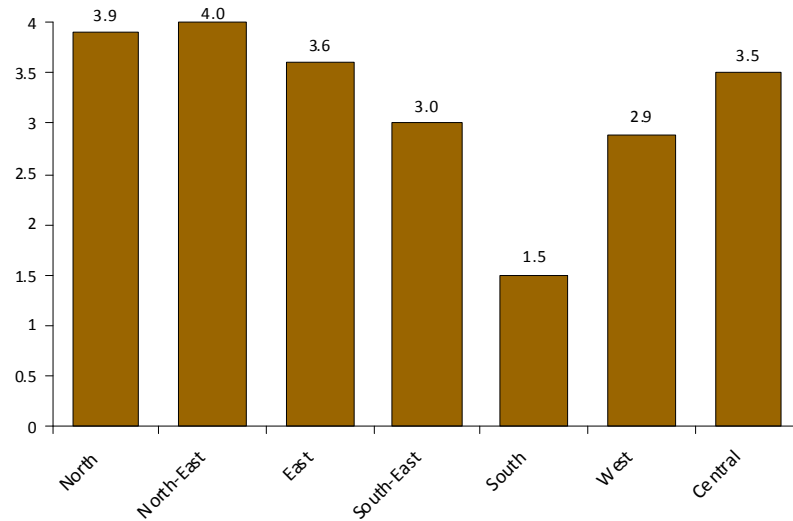
**1.1.4 Technical assistance support to IDLG to facilitate the organization's ability to manage all pertinent aspects of its Strategic Workplan**

2009 saw the completion of the IDLG programme on good governance that took place from October 2008 to April 2009 and brought all 364 district governors from all over Afghanistan to seminars in Kabul. ASGP provided technical assistance to IDLG in processing and analyzing the data on district level governance collected during this programme. This comprehensive analysis shows a strong positive correlation between local security and the quality of district management. Further, it demonstrates the unfortunate fact that it is the less secure districts that suffer from a lack of government presence: the average number of public officials in the South and Southeast is half that of public officials in the North and Northeast.

ASGP assisted IDLG in identifying the optimal funding mechanism for each programme, and in obtaining the agreement of the subnational governance Task Force on the selection of funding mechanisms for the short-term, or “immediate need” projects. The consensus reached in this respect will greatly facilitate the implementation of the IDLG strategic work plan.

ASGP also provided assistance to the leadership of IDLG in identifying and prioritizing its main activities for the next year. This resulted in a framework for IDLG priority programmes designed to facilitate communication with the Government and donor community and ensure greater support to the IDLG Strategic Plan. To extend IDLG programmes to the district level, ASGP developed proposals for the IDLG-led District Development Programme in the provinces of Helmand, Nangarhar, Logar and Kunar.

**Districts in the North and North-East almost all have the 4 key public officials; the districts in the South have an average of less than 2 of these officials per district.**



**AVERAGE NO. OF 4 KEY PUBLIC OFFICIALS PER DISTRICT BY REGION**

Another significant contribution to implementation of the IDLG Strategic Plan was a capacity building programme for the staff of the Afghanistan Stabilization Programme, which focused on budget planning and audit compliance. Together with other measures undertaken to improve the functioning of the ASP, this programme contributed to execution of the programme’s 1388 budget of \$10 million. In addition, ASGP developed a number of generic training packages for IDLG staff on project costing, strategic analysis, process planning, and presentations.

## **Output 1.2 A performance-based assessment methodology in current sub-national governance system is operational**

### **1.2.1 Strengthening Performance Management and Monitoring and Evaluation (M&E) Skills in Subnational Administrations**

In 2008, ASGP delivered a number of training to PC members, provincial and municipal officials in monitoring and evaluation. However, in the absence of clear performance standards and effective feedback mechanisms, these newly acquired skills could not be properly used. In 2009, ASGP designed municipal solid waste service standards, which, in conjunction with relevant training and mechanisms, helped establish regularly functioning monitoring systems with the participation of local communities in the municipalities of Mazari Sharif (Balkh) and Maimana (Faryab). In the course of the year over 60 municipal employees from Jalalabad (Nangrahar), Asadabad (Kunar), Mehtalam (Laghman), Kandahar, Lashkargah (Helmand) improved their monitoring and evaluation skills through ASGP-delivered training programmes.

In agreement with the IDLG, ASGP developed terms of reference for a provincial monitoring and evaluation specialist to be assigned to each provincial governor’s office to strengthen

monitoring and evaluation systems at the subnational level and support implementation of the Government for Good Local Development (GOFORGOLD) Performance Measurement System and other performance measurement systems. By the end of 2009, five monitoring and evaluation officers were identified for Uruzgan, Nangarhar, Kunar, Laghman, and Zabol.

### ***1.2.2 Technical assistance to Sub-National Units to define and set Minimum Service Standards***

The performance measurement system introduced in Mazari Sharif and Maimana municipalities continued to function successfully throughout the year. ASGP agreed with the IDLG on further steps for introduction of performance measurement systems as well as on the quality and service standards for provincial and district governors' offices. These standards measuring service availability and ability, performance, operations, and other attributes of the services will become the centerpiece of the future service-level agreements at the subnational level. Due to the absence of relevant international expertise in 2009, development of these standards could not be completed in 2009. ASGP will work together with the IDLG to make sure that quality and service standards for provincial and district governors' offices will be fully developed in 2010.

### ***1.2.3 Technical Assistance to building IDLG's Monitoring and Evaluation Section***

ASGP provided technical support to the IDLG monitoring and evaluation unit in the development of the monitoring framework for the Subnational Governance Policy, monitoring framework for provincial strategic planning and implementation of the GOFORGOLD programme. These monitoring frameworks were agreed between them and made compatible with the ANDS reporting requirements. ASGP assisted the IDLG in developing proposals to improve the existing monitoring and evaluation arrangements which include centralization of all IDLG monitoring and evaluation functions in one unit, and the creation of an internally consistent monitoring and evaluation system aligned with the ANDS implementation framework.

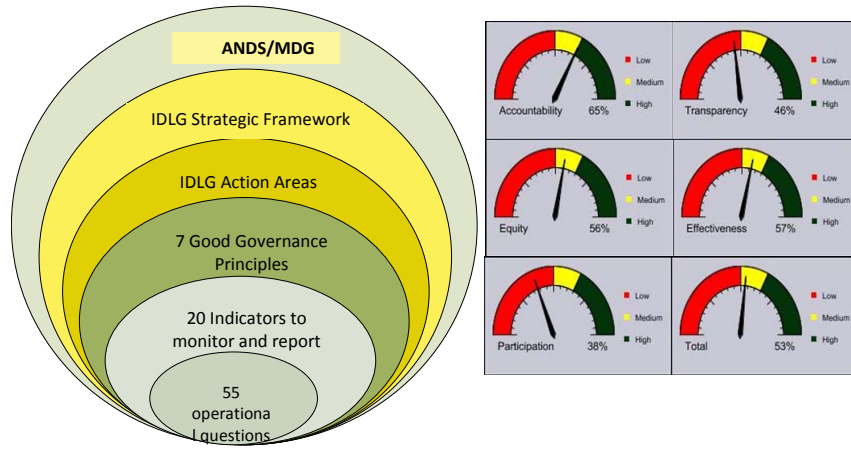
### ***1.2.4 Creating capacity in IDLG to establish an Information Base on Subnational Governance***

ASGP developed the GOFORGOLD performance measurement system in 2008, conducted training of provincial performance measurement teams and piloted these systems in Logar and Kandahar the same year. In 2009, ASGP continued supporting the IDLG in its efforts to establish an information base on subnational governance. Data collection for the first round of GOFORGOLD assessments was launched in eight participating provinces (Faryab, Jawzjan, Kunduz, Samangan, Takhar, Nangarhar, Laghman, Parwan) and completed in about half of the districts.

However, ASGP could not achieve the target of 21 provincial good governance reports set in the annual workplan. PC members were not available for participation in provincial performance measurement teams since July 2009. Further, the analysis of submitted reports revealed that the data collected by the provincial teams is only partly usable due to the lack of experience and some shortcomings of the data collection framework itself.

ASGP assisted the IDLG in revising the data collection framework and methodology to improve its external and internal validity. ASGP is targeting to complete 10 good governance reports in 2010 using the revised implementation modalities. The Good Governance Performance

## Good Governance Performance Measurement



**A graph demonstrating the hierarchy of GOFORGOLD goals and objectives and an example of its dashboard with performance measurements against good governance principles**

System is based in a hierarchy of goals and objectives grounded in the Millennium

Development Goals and the Afghanistan National Development Strategy. When implemented, the system will present measurements of provincial performance against each of the good governance principles as shown in the graph on the right.

Meanwhile, the IDLG daily reporting system continued functioning well throughout the year, making it possible to track and identify trends in security, economy and political developments at the subnational level. ASGP, through a task order, provided technical support to the IDLG Information Management Unit to maintain and upgrade the IDLG database and reporting systems.

### Output 1.3 A strategic institutional framework for subnational governance is in place

#### 1.3.1 Drafting of Laws, Regulations and Rules of Procedure

Drafting of laws, regulations and rules of procedure to enable implementation of the Subnational Governance Policy (once approved by the GOA) started in 2009. In consultation with international and national experts, ASGP prepared five draft laws, including Local Government Law, Provincial Council Law, District Council Law, Village Council Law, and Municipalities Law. Further, ASGP prepared draft amendments to the Law on Public Finance and Expenditure Management, Procurement Law, Law on Audit and 14 other laws which have a bearing on subnational governance. ASGP will focus more on areas that are expected to be the highest priority in 2010, such as the District Councils. In addition, ASGP completed draft regulations and rules of procedure for district councils based on the draft law on district councils and drafted several sets of regulations related to municipal governance, such as the new municipal audit manual and draft implementing rules and regulations on definition, classification, creation of municipalities and functions of municipalities. Other draft regulations

concerned provincial planning and budgeting, fiscal allocation amongst provinces and regulation on fiscal transfers to municipalities and villages.

### **1.3.2 International Study and Training of Appointed and Elected Officials**

The primary objective of the international training and study tours was to build the capacity in the Independent Directorate of Local Governance (IDLG) and its subnational units to design and implement a legal regulatory and institutional framework for subnational governance in Afghanistan.

I was impressed by the wide public participation in government structures in Bangladesh. Afghanistan is unfortunately lagging far behind in this respect. But after this study tour we understand how participatory planning and service monitoring should be organized, particularly in municipalities. We will use the experience we gained in Bangladesh to promote public participation in our province.

Abdulqader Afghani  
 Provincial Executive Director,  
 Takhar

In 2009, 76 IDLG provincial, district and municipal officials (including three women) learned best regional practices of good governance during six study tours to Malaysia, Indonesia, Sri Lanka, the Philippines, Bangladesh, and Thailand organized with the support of the Local Governance Training and Research Institute (LoGoTRI). The participants of the study tours included District Governors, Deputy Governors, Mayors and Provincial Council members from across the country.

### **1.3.3 Technical assistance for**

#### **IDLG/Policy Unit Capacity Building**

The IDLG Policy Unit was formed and fully staffed with the ASGP support during 2008. In 2009, ASGP focused on building a strong Policy Unit capable of producing high quality policy analysis and developing policy proposals.

ASGP worked with the Policy Unit to develop several new analyses of subnational policy implementation, including an analysis of District Council elections, an analysis of the impact of the subnational governance policy on Provincial Councils, an analysis of the legal barriers to implementing the financial part of the subnational governance policy, and an estimate of the quantity of funds likely to be available under the "People's Plans", as described in the new Policy. ASGP also assisted IDLG in the development of a proposal for a series of consultations between IDLG and the Ministry of Finance on reforming subnational finance, in partnership with the World Bank.

ASGP also provided technical assistance to the IDLG Policy Unit in completing three pieces of analytical work: an analysis of provincial and district-level budgetary resources; an analysis of provincial and district-level human resources; an analysis of district-level governance. This work allowed IDLG to generate a clear picture of governance conditions and resources at subnational level and was used for a variety of planning and communication purposes.

The capacities of the Policy Unit in strategic analysis, planning, data collection and support to evidence-based policy making significantly improved due to a series of ASGP-assisted workshops and seminars on provincial strategic planning. As a result, the IDLG Policy Unit completed the data availability and integrity tool and implemented it in four provinces,

finalized the planning and monitoring framework for PSP, and took the confident lead in provincial strategic planning country-wide.

#### **1.3.4 Technical assistance to Inter-Ministerial Committees, Sub-Committees and Working Groups on Policy**

In May 2009, ASGP assisted the IDLG in making the final submission of the draft policy to the Cabinet-level Policy Review Committee. The Policy Review Committee approved the policy, allowing IDLG to submit the policy to Cabinet, and ASGP supported IDLG in submission of the document to Cabinet. The policy has been considered by the Cabinet, and has now been deferred for further consideration by the new Cabinet. To support the deliberations of the Cabinet, ASGP provided the IDLG Director General with various capacity building and explanatory materials on technical aspects of the policy related to subnational planning and finance. As mentioned before, further work on the policy was stalled until the end of 2009 pending the appointment of the new Cabinet. In 2010, ASGP will assist the GOA in completing the approval process and will provide technical support to inter-ministerial committees, sub-committees and working groups once they are formed in planning, implementation and monitoring of the Subnational Governance Policy.

#### **1.3.5 Facilitation of IDLG-wide and Government-wide communication of Subnational Governance Policy and its Implementation Arrangements**

Despite the fact that the policy could not be approved in 2009, ASGP supported the GOA efforts to discuss the main provisions of the draft policy with stakeholders at the national and subnational levels. IDLG facilitated production and distribution of the draft Subnational Governance Policy and its summary in English and Dari to the Cabinet through the Office of Administrative Affairs. Copies of the draft policy were also sent to all provincial offices. ASGP facilitated 32 discussions, meetings and presentations on the policy with government ministries, international organizations, aid agencies and embassies.

#### **1.3.6 Support to Establishment of Afghanistan Local Governance Academy**

The draft policy made provision for establishment of the Local Governance Academy as a research and educational institution in the area of local governance. It was agreed with the IDLG and key stakeholders that this concept needs to be analyzed in more details to avoid dissipation of resources and duplication of efforts with other existing organizations, such as the Civil Service Institute. Establishment of the Academy was put on hold until consensus is reached between the IDLG and other partners on this issue, and the 2010 plan does not foresee any activities in this respect.

## **Output 2.1 A subnational PAR strategy is finalised and participating Provincial Governor's Offices, district administrations, municipalities are strengthened**

#### **2.1.1 Technical assistance to Regional CSC Offices and Provincial Representative Offices**

In 2008, ASGP assisted the IARCSC in conducting a capacity assessment of their regional and provincial offices (established in 2008) to identify gaps and requirements. Subsequently, strengthening of offices was initiated through the recruitment of staff, refurbishment or

establishment of physical premises, development and implementation of a communication strategy, implementation of a monitoring and evaluation system and strengthening of training centres.

In 2009, ASGP continued supporting Regional CSC Offices in all seven districts and Provincial Representative Offices in 34 provinces. This support covered three main areas. Firstly, ASGP supported the IARCSC field structures, including direct staffing support to regional and provincial offices as well as provincial training centres. ASGP provided funding for 186 staff in the field during 2009, including PAR communication officers, monitoring and evaluation officers, pay and grading officers, database officers, provincial IARCSC representatives, and instructors in the training centres. ASGP made a very significant contribution to capacity building of the IARCSC staff deployed in regions and provinces. ASGP assisted trainings in a variety of subjects ranging from monitoring and evaluation to civil services database



**Participants of the Conference on Subnational Public Administration Reform and Capacity Development (6-8 December 2009) discuss further steps in PAR implementation during a group work session.**

management to pay and grading reform and procurement and financial management for more than 1132 employees at all levels engaged in PAR implementation. The capacity development efforts culminated in the first national Capacity Development and Public Administration Reform Conference held in Kabul in December to discuss the future implementation of public administration reform with all the subnational civil servants in IARCSC and the Executive Directors of Provincial Governor's Offices (PGO).

The second area of the ASGP capacity development in 2009

covered the establishment and development of other subnational structures contributing to subnational public administration reform. A major development in 2009 included the establishment and operationalization of joint IARCSC-IDLG capacity building groups in seven regions and 34 provinces. Capacity building groups are designed to play the central role in coordination and guiding capacity building efforts at the subnational level. To ensure that the group become functional, ASGP delivered training to 34 provincial Executive Directors, 34 PC members and 34 Provincial Representatives on the functions and operation of the capacity building working groups. ASGP designed a capacity development assessment tool for the capacity building working groups with cooperation of the USAID project. It was approved and piloted in the provincial departments of two Ministries, Agriculture and Economy, in the provinces of Jawzjan, Sari Pul and Balkh. ASGP provided regular technical support to the capacity building working groups in regions and provinces through its newly established regional offices. The practical results achieved by the working groups in 2009 vary significantly but basic conditions required for their functioning, such as annual and quarterly plans, baselines for capacity development, mechanisms for stakeholder engagement, are in place. In addition, ASGP supported the establishment and operation of provincial appointment

committees in all 34 provinces, with the Guidelines for Appointments adapted for the subnational level and now being implemented.

Lastly, ASGP capacity development efforts focused on development of the regulatory framework and creation of systems to facilitate subnational PAR implementation. A number of important guidelines and manuals were developed to support PAR efforts by the IARCSC and IDLG at the

**THERE HAVE BEEN SIGNIFICANT ACHIEVEMENTS IN PAR IMPLEMENTATION AT SUBNATIONAL LEVEL IN 2009**

| Activities of IARCSC                                 | 2006 baseline | 2009                              |
|--|---------------|-----------------------------------|
| Merit based appointments (No. of civil servants)     | 0.3% (373)    | 17.6% (14104)                     |
| Pay and Grading (No. of civil servants)              | 0             | 9.3% (7492) started in May 2009   |
| Pay and Grading of teachers (No. of civil servants)  | 0             | 23.8% (30962) started in May 2009 |
| Training in 5 core functions (No. of civil servants) | 0.4% (313)    | 6.3 % (5052)                      |
| PAR is being implemented (No. of institutions)       | 0             | 58.4% (2719)                      |
| Performance appraisals (No. of civil servants)       | 0.02 (44)     | 7.6% (6143)                       |

subnational level, such as Capacity Building Development Guideline, Training Needs Assessment Methodology, Training Impact Analysis methodology, Training Need Analysis methodology, guidelines for streamlining the subnational appointment procedures and guidelines for monitoring and evaluation of the sub-national PAR.

These efforts resulted in increased capacities of the IARCSC field structures to guide and oversee subnational PAR implementation in close cooperation with the provincial governor’s offices. PAR implementation substantially improved in 2009, resulting in an increase of 25% in provincial appointments made (including a two percent increase in the number of female employees), 58% increase in civil servants appraisals, 49% increase in the number of subnational government units going through the PAR process, and 69% increase in the number of civil servants trained in the IARCSC training centres. The new pay and grading system was implemented in five pilot ministries at the subnational level, with 7,492 civil servants involved.

**2.1.2 Technical assistance to the central IARCSC technical functions to build managerial and communication capacity**

ASGP supported the establishment and operation of a joint high level Coordination Working Group with the participation of the IARCSC and IDLG. The group gave a strong impetus to PAR implementation in the IDLG subnational offices during 2009. In particular, the group steered the functioning of the regional and provincial capacity building working groups, considered the need for a functional analysis of provincial governor’s offices, and agreed on the principles of PAR implementation in provincial and district municipalities.

ASGP provided technical assistance to development of the provincial HR database launched in 2008. In 2009, the database was completed with data on all personnel in reformed ministries and agencies in 34 provinces. To make sure that the database is properly maintained and used,

ASGP organised training for database officers and HR officers from all provincial governor's offices.

ASGP worked with IARCSC on raising the profile of the Commission and reaching out to all subnational government institutions and public at large to increase general awareness about public administration reform. In 2009, ASGP contributed to the publication and distribution of 60,000 magazines, newsletters and booklets on the reform; the development and broadcasting of ten radio dramas; 85 interviews with CSC Directors and line ministries in all seven regions; four roundtables and four workshops as well as the development and implementation of 17 press conferences with private, local and international media on IARCSC activities.

### ***2.1.3 Operations of Provincial Affairs Department Project Support Unit***

ASGP supported the Provincial Affairs Department (PAD) to advance subnational PAR and improve coordination between the PGOs and the respective line departments. In doing so, ASGP focused on the development of planning, monitoring and analytical capacities within the Provincial Affairs Department.

The technical support of ASGP to the PAD enabled it to implement PAR in 5052 subnational government units (58.4%) in 2009 and to complete monitoring reports on the PAR process in twelve line ministries and agencies. The PAD developed recommendations on subnational PAR implementation based on the monitoring reports and incorporated them in the procedural manuals for public administration reform. The programme also supported the PAD in the assessment of 66 units of three provincial line departments of the Ministry of Economy, the Customs Directorate, and the Ministry of Mines to determine the efficiency and effectiveness of their PAR implementation and working processes.

### ***2.1.4 Management Advisory services provided to IARCSC to enhance capacity for NIM transition***

The technical assistance to strengthen the IARCSC Project Management Unit (PMU) resulted in a number of operating systems, which existed in an embryonic form in 2008. These included a financial system for payroll and advances, a reporting system, a human resource procedure, and a procurement procedure for services. All these systems were incorporated in the PAD Operations Manual, and their practical application made it possible to increase the efficiency of recruitment, procurement and other services and to improve the quality of services to IARCSC field structures improved. In 2009, the PMU procured services for a total of \$ 200,000. ASGP also completed the mechanism for providing cash advances to the regional IARCSC offices to allow them to procure their own services within the scope of the budgets of the task orders.

## **Output 2.2 Skills and knowledge of civil servants to manage basic services are upgraded**

### ***2.2.1 Internship programme for recent university graduates is conducted in 15 provinces***

In 2009, ASGP launched an internship programme in the Southwest region. Launching of the programme, designed to encourage young graduates to join civil service, required

development of distinct implementation modalities and close coordination between ASGP, IARCSC and the implementing partner. The internship programme combined formal training through the IDLG training centre and on the job training in government offices. In 2009, the internship programme trained 47 university and high school graduates from five provinces: Kandahar, Uruzgan, Zabol, Helmand and Daikundi. The trainees were completing their on the job training with government as of the end of 2009 as the last step before entering civil service. The second round of the programme is due to start in February 2010.

During 2009, ASGP expanded the internship programme to the Eastern region. This programme involves 40 university and high school graduates, including six women, from Kunar, Nuristan, Nangarhar, and Laghman. The current round of the programme will last until November 2010.

A survey of the interns carried out in the Southern region demonstrated that all interns felt that this programme provided them with relevant skills. The survey also revealed their interest in joining the government following the completion of the internship programme.

Although ASGP could not implemented the internship programme in 15 provinces as planned due to lack of funds, the implementation process supplied it with valuable experience and lessons learned, which will allow the rollout of the improved programme to at least another five provinces in 2010. ASGP and IARCSC are now considering the option of the programme delivery by province rather than regionally to attract more female participants.

### **2.2.2 Establishment and Operation of 23 Training Centers**

In 2008, ASGP supported 17 training centres across the country. In total 1866 civil servants were trained or under training in 2008, of which 10% or 193 were women. In 2009, the number of training centres supported by ASGP increased to 23, the last training centre set up at the end of 2009 in Helmand. These training centres contributed to improved quality of subnational civil service by delivered basic training to 4088 civil servants in 22 provinces, including 454 women (11%), in management, computer and English language.

With ASGP support, the number of training courses delivered at the subnational training centres significantly increased in 2009. In addition to the IARCSC basic training course for civil servants, training centres started delivering advanced training, such as the Civil Service Leadership Programme. As of the end of 2009, 200 senior managers were undergoing this training in 10 training centres. Before the programme could be delivered, ASGP in cooperation with the UNDP Civil Service Leadership Development Programme (CSLD) trained 33 TC trainers from all over Afghanistan to deliver the programme at the subnational level.

Also, ASGP rolled out Human Resource Management Training based on the basic IARCSC curriculum created in 2009. 20 Provincial representatives and 20 HR officers from the Provincial Governors Office were trained in HR management techniques to act as trainers for another 324 civil servants who were undergoing this training at the end of 2009.

These achievements became possible due to the varied ASGP support, extending far beyond simple provision of funds for Training Centre (TC) personnel and goods and services. To improve the efficiency and effectiveness of TC operation, ASGP designed a framework for training need analysis and training impact assessment. Following training of 87 TC trainers in the implementation of the framework, training needs and training impact analyses were completed in 15 training centres, with 2500 civil servants and 2500 supervisors

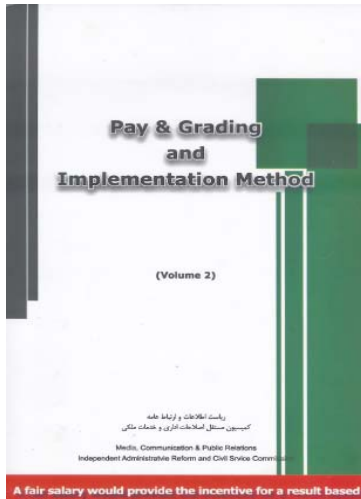


**Computer class in progress in the Herat Training Centre. 4088 civil servants developed basic computer skills country-wide in 2009.**

assessed. The IARCSC Management and Computer curricula were amended based on the recommendations of these reports and reapproved. As a result of the training impact analysis, the need for advanced training was noted. A teaching manual for advanced Excel created, 20 Computers trainers were trained in delivering this programme and 440 civil servants are undergoing this course.

In the third quarter, both the Khost and Kandahar training centres were destroyed in attacks by anti-government elements. ASGP helped the IARCSC to conduct damage assessment and determine measures required to re-activate these training centres as soon as possible. With ASGP support, both training centres became operational by the end of 2009: the building of the training centre in Khost was renovated whereas the Kandahar training centre was relocated to a different building. ASGP also procured necessary equipment and furniture to replace those damaged in attacks.

**2.2.3 Law and Regulation documents are collected, printed and distributed to all CSC outputs and training centers**



**Guidelines on pay and grading reform published with ASGP support and distributed to all provincial and district offices.**

In 2009, ASGP worked in cooperation with the IARCSC and IDLG to improve access to basic legislation on governance at the subnational level. ASGP funded the publication of 1500 copies of the district operational manual both in Dari and Pashto distributed to all districts across the country. The IARCSC produced with ASGP support 25,000 copies of the guidelines on implementation of the pay and grading reform in two volumes, with over 20,000 copies delivered to provincial and district government offices through the IARCSC regional offices and central Ministries.

In 2009, ASGP assisted the IARCSC to finalize the collection of essential laws and regulations in the area of subnational governance. ASGP verified the authenticity and applicability of the laws and prepared them for publication. However, the Ministry of Justice refused to allow the IARCSC to publish the laws. Negotiations with the MoJ are still in progress, and ASGP hopes that the permission will be ensured and the publication issued during 2010.

**2.2.4 Local and international study tours and training fellowships are conducted**

One in-country study tour took place in 2009 when 74 senior provincial officials from 13 provinces of the North, Northeast, Centre and South of Afghanistan visited Mazari Sharif on a PAR study tour in Mazari Sharif. The participants studied Balkh's experience in PAR implementation, particularly functioning of new organizational structures at the provincial and district level and discussed the proposals on changes in the existing organization developed by the IARCSC following a similar study tour in Herat in 2008. The second study tour, for central and eastern provinces could not be conducted because of the elections and related security concerns. This study tour will take place in 2010.

76 IDLG provincial, district and municipal officials (including three women) learned best regional practices of good governance during six study tours to Malaysia, Indonesia, Sri Lanka, the Philippines, Bangladesh, and Thailand in 2009.

**2.2.5 Technical Assistance for Training Centre management upgrade**

In 2009, the Training Centre Operational Manual was completed and approved with systems based on the recommendations from the training impact analyses, such as monitoring and evaluation methodology and mechanisms to adapt the training programmes to the requirements of the participants. The manual was developed with active participation of trainers, Provincial Representatives, and Regional Capacity Building Coordinators. By the end of 2009, ten training systems fully implemented all systems described in the manual.

**2.2.6 Technical assistance in curriculum design and management advice provided to the Afghan Civil Service Institute (ACSI)**

In close cooperation with the Afghan Civil Service Institute (ACSI) and the UNDP Civil Service Leadership Development Programme (CSLD), ASGP developed a new curriculum for the CSLD programme adapted to the provincial level and launched this programme in ten provincial training centres. The programme is delivered to managers of Grade 3 and below, in contrast to the programme that ACSI delivers at the central level for civil servants of Grade 1 and 2.

### **Output 3.1 The capacity of elected subnational representative bodies to undertake their roles in citizen representation, public service monitoring and conflict resolution is strengthened**

#### **3.1.1 PC Capacity Development Support Programme is conducted in 20 provinces**

In 2008, ASGP worked on developing PC capacities in reporting, planning, evaluation of provincial plans and proposal development. The operations of the councils were further strengthened through the participatory development of PC rules and procedures and monitoring and reporting systems.

To strengthen the role of PCs in public service monitoring in 2009, ASGP organized a series of training and coaching events in the North, specifically Sari Pul, Samangan, Faryab, Balkh and Jawzjan, to engage PCs in the monitoring and evaluation of municipal solid waste management and to improve cooperation between PCs and municipal authorities in service delivery. Also, in April, a participatory monitoring and evaluation workshop was held in Baghlan with the participation of Baghlan PC members, PGOs, DGOs, line departments and NGO representatives. In 2009, over 110 PC members, civil society representatives and municipal officials improved their monitoring and evaluation skills through ASGP-assisted trainings.

The orientation programme for newly elected Provincial Councils could not be completed in 2009 because of the delay in the announcement of the election results. ASGP in close cooperation with the IDLG Provincial Councils Relations and Coordination Directorate (PCRCD) developed a full orientation package, which will be delivered during four rounds of training starting from February 2010.

#### **3.1.2 Technical assistance is provided for PC Support Structures (PCRCD, PCWG, PC Admin Support Staff)**

In 2008, ASGP ensured that the PCRCD is adequately staffed and that the main management and administrative systems, such as planning, budgeting, monitoring and evaluation, are in place. In 2009, ASGP worked on expanding the PCRCD subnational outreach. Regional Capacity Building Facilitators were recruited for all seven regions in the beginning of 2009 and received orientation training from ASGP. With ASGP support, the Facilitators conducted baseline assessments for Provincial Councils in 25 provinces of the Central North, Northeast and East and Southeast regions to identify priority capacity development interventions.

Because IDLG requested that ASGP cease its capacity building activities for Provincial Councils, starting from the third quarter, ASGP focused efforts on providing technical assistance to PC support structures. A National Administration and Finance Training Programme for Provincial Councils was held in Kabul with the participation of 64 administrative and finance staff, including 12 women, from 32 PCs. The training programme focused on improving the

understanding and skills of PC staff to deliver the required administrative, financial and secretarial support services to the councils.

During the third quarter, in coordination with PCRCD, ASGP evaluated the performance of the Provincial Council Working Group (PCWG) for the period of 2008 through the first half of 2009. ASGP also updated the PCRCD capacity assessment as well as its strategic plan to ensure that ASGP assistance and PCRCD's work are tailored for the current context.

## **Output 3.2 A platform is created to facilitate coalition building and networking among subnational elected representatives**

### **3.2.1 Establishment and operation of the PC Information Network and the Resource Centre/PC Platform**

ASGP developed the conceptual design of the PC Information Network and Resource Centre, together with facilities requirements, operations manual and training curriculum in 2008. The concept was developed on request of PC members who felt that the needs of PC members in information exchange and experience sharing were not adequately addressed.

The PC Information Network and Resource Centre were launched and became operational during 2009, with some key staff recruited with the help of ASGP. The Centre facilitated the launch of the PC Platform during the National Forum of Provincial Councils in January. The National Forum in Jalalabad (Nangarhar), assisted by ASGP, brought together 96 PC members (including 42 women) to review the performance of the first PC mandate, to exchange good practices and experiences, and to identify the PC role in the budget process for 1388. The National Forum summarized PC achievements and good practices developed since 2005 and contributed to better capacities of PC members in organization of community consultations. To extend the information network to the regions, the Northern Regional Forum for PCs was launched in the second quarter. The participants discussed and shared PC good practices and experiences in the areas of monitoring and evaluation, coordination with line departments, conflict resolution and public outreach.

Unfortunately, further expansion of the network had to be postponed until after the election results are announced and new Provincial Councils are formed. ASGP will continue to support the PC Information Network and Resource Centre and the PC Platform, including its regional fora, in 2010.

## **Output 3.3 Citizen's awareness and understanding subnational governance deepened**

### **3.3.1 Establishment and oversight of Civil Society Engagement mechanism for grant delivery**

During the first and second quarter of 2009 ASGP developed the grant mechanism, including grant allocation manual for civil society organizations. To assure that the grant programme meets the requirements and capacities of local civil society organizations, ASGP conducted a CSO baseline survey in four Northern provinces: Faryab, Samangan, Jawzjan and Balkh. The survey gathered information on local based CSOs and implementers in the field, including their administrative capacity and their capacity to carry out gender sensitive awareness and conflict resolution. ASGP also made preparations to establish a Grant Selection Committee and hire Grant Managers.

However, following the ASGP revision in the third quarter in line with the recommendations of the mid-term review on streamlining the programme and reducing the number of outputs, no further work was done until the end of the year. This output is not part of the ASGP annual workplan for 2010.

### **3.3.2 Implementation of at least 10 grants to build civic awareness among civil society**

In the second quarter, ASGP gathered a number of CSO grant proposals to start piloting the grant mechanism. All activities related to this output were stopped following the ASGP revision in the third quarter.

## **Output 3.4 Capacity to undertake conflict sensitive subnational governance is enhanced**

### **3.4.1 Knowledge development program for conflict sensitive sub-national governance using small grants, particularly in relation to women's access to administrative services**

No activities related to this output were carried out during 2009. This output was eventually removed following revision of the ASGP workplan in the third quarter. ASGP incorporated conflict management issues in the design of the senior leadership programme during the second quarter. ASGP also encouraged discussion of conflict resolution mechanisms during the introduction programme for the provincial operating manual in 10 provinces of the North, Northeast and West where this programme was held in 2010.

### **3.4.2 Conduct of conflict sensitive land management research and documentation**

During the first quarter ASGP collected initial information and convened meetings with local NGOs and international experts to prepare feasibility study on conflict sensitive land management. During these meetings methods of community based land management were identified and experiences and lessons learned shared. Further activities associated with this output were stopped and the output was removed from the ASGP annual workplan in the third quarter.

## Output 4.1 Public service provision capabilities and coordination capacity are created in 20 provincial administrations

### 4.1.1 Introduce a modern office management system in PGO/DGO

The backbone of the modern office management systems in provincial and district governor's offices is provincial and district operating manuals designed by ASGP through a participatory process with the IARCSC and IDLG in 2007. ASGP started introduction of the district manual in 2008 through a specially designed training programme. By the end of that year, the district operating manual (DOM) was introduced in 120 districts in the north, northeast and the province of Kandahar. In total, approximately 500 district and provincial officials underwent training in the district operating manual.

In 2009, ASGP rolled out the DOM training into another 83 districts in eight provinces in the centre, east and west of the country: Parwan, Kapisa, Wardak, Nangarhar, Laghman, Takhar, Ghor, and Farah. The training provided 330 district and provincial officials, including 18 women (5.5%), with new knowledge and skills in a number of topics including: roles and relationships among provincial, district and village-level institutions, district-level coordination, meetings and meeting-management systems, office management, performance management processes, office procedures, monitoring and evaluation systems and planning and reporting. To support application of the district operating manual, ASGP facilitated the printing and distribution to all districts across the country of 1500 copies of the manual both in Dari and Pashto.



**Filing systems in the Faryab PGO before and after introduction of the Provincial Operating Manual.**

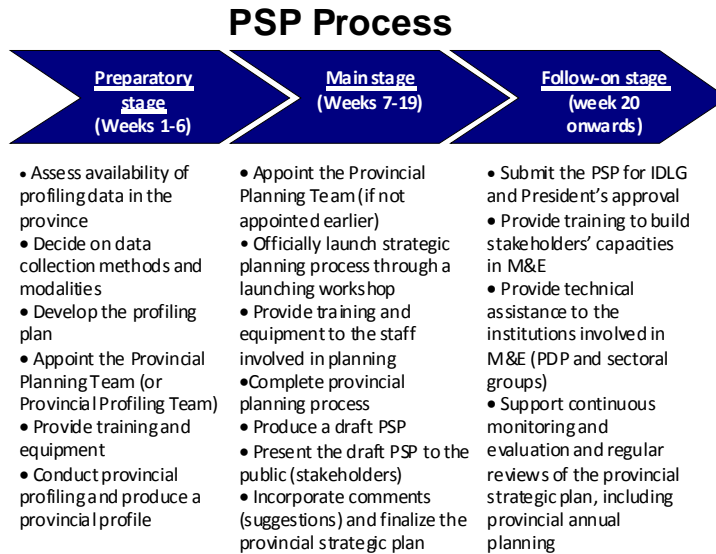
In 2009, ASGP designed and launched a new training programme in order to introduce the provincial operating manual in a number of provinces. The programme involved 480 officials from provincial governor's offices, line departments, Provincial Councils and other provincial institutions, including 31 women (6.5%) in ten provinces: Balkh, Faryab, Sari Pul, Jawzjan, Baghlan, Kunduz, Takhar, Samangan, Badakshan, and Herat. In parallel, ASGP continued to deliver to provincial and district offices equipment required for application of the procedures described in the manuals, making emphasis on office equipment, communication and IT facilities. In total, equipment worth \$1.5 million was procured for provincial and district offices in 2009, including a standard equipment package for 180 districts.

ASGP observations in a number of provinces, such as Balkh, Jawzjan, Faryab, facilitated by its expanded field presence in regional offices show that the efficiency of provincial and district

governor’s offices is improving: the backlog of public grievances reduced by 8-15%, internal processing time became 1.3 days less, and non-response rate dropped by 20-25%.

**4.1.2 Introduce provincial strategic planning (PSP) and modern office planning and reporting**

The first draft of the provincial strategic planning programme document was developed in 2008. In 2009, ASGP revised the document together with the newly established IDLG provincial strategic planning team, focusing on the development of provincial profiling process,



performance matrix and monitoring framework for provincial strategic planning. As mentioned in sub-section 1.3.3, ASGP worked on creating the necessary capacities of the Policy Unit in strategic analysis, planning, data collection and support to evidence-based policy making through a series of ASGP assisted workshops and

seminars on provincial strategic planning. The IDLG Policy Unit completed the data availability and integrity tool and implemented it in four provinces: Balkh, Takhar, Laghman, and Bamyan. The assessment concluded that data availability for provincial profiling varies from 37% (Bamyan) to 68% (Laghman) whereas data integrity (i.e. data reliability and usability) assessed as ‘good’ and ‘very good’ varies from 46% in Laghman and 44% in Takhar to 20% in Bamyan.

Based on these findings, ASGP developed a provincial profiling manual, which provides detailed description of the profiling process, methods, and implementation modalities as the first step in the provincial strategic planning. Practical realization of provincial strategic planning required significant efforts for stakeholder building and mobilization. ASGP facilitated a number of presentations and discussions on provincial strategic planning with 12 key international organizations and government agencies at the national and subnational levels, including UNAMA, Ministry of Economy, Ministry of Agriculture, Ministry of Economy, Ministry of Counter narcotics, Ministry of Women’s Affairs, Central Statistical Office and others. ASGP supported mobilization of additional resources to support provincial strategic planning locally through recruitment of three planning specialists in governance, security and development for each of the six pilot provinces (Balkh, Herat, Takhar, Laghman, Bamyan, and Uruzgan).

All these efforts made it possible to launch provincial strategic planning in the province of Herat in the third quarter of 2009, where the provincial authorities took the ownership of this exercise with the support of the UNAMA regional office and the CAP/UNDP representative in the province, using the IDLG guides and instructions on provincial strategic planning. The province established a task force to oversee provincial strategic planning with the participation

of the provincial governor’s office, municipality, line departments, and private sector representatives. At the end of 2009, the provincial strategic planning process was also launched in the province of Balkh where the provincial profiling team was established and data collection started. ASGP hopes to finalize planning process and produce a provincial strategic plan in these two provinces before the second quarter of 2010. Also, PSP was launched in another four pilot provinces (Takhar, Laghman, Bamyan, Uruzgan), with introductory workshops held for national and international partners. ASGP could not achieve the projected target of 10 provinces in 2009 for the reasons explained in the Management effectiveness review above. In 2010, ASGP plans to complete provincial strategic planning in ten provinces.

**4.1.3 Enhance PGO/DGO capacities to plan and direct local development systems in PGO/DGO**

ASGP has been supporting production of provincial yearbooks as the main tool to develop the capacities of provincial governor’s offices to plan and direct local development since 2008. Provincial yearbooks have a double function, serving as a collection of vital socio-economic statistics on the province and as an accountability instrument for provincial government. One provincial yearbook was published in 2008 for the province of Faryab and three draft provincial yearbooks were prepared in Balkh, Jawzjan and Sari Pul.

“Publication of the yearbook is a welcomed and positive development. The yearbook points to the existing shortcomings and problems in the work of government institutions and helps identify measures required to improve the situation. The yearbook also reflects the work done by government institutions to deliver public services, which improves public trust in the state. Lastly, the book presents a collection of reliable and official data about the province, which will serve today’s and tomorrow’s generations. It is an indicator of a new, open and democratic environment in our country.”

Dr. Said Noorullah Aminyar  
 Dean of the Faculty of Social Sciences,  
 Jawzjan Institute of Higher Education

In 2009, ASGP funded the publication of yearbooks for these three provinces. Also, with ASGP support, the Samangan yearbook was completed and published, and preparation of provincial yearbooks was started in Parwan, Kapisa, Wardak and Kandahar. In 2009, provincial administrations took greater ownership of the preparation of the yearbooks, from data collection to final editing. For this purpose, yearbook scientific cultural committees were established in the concerned provinces under the leadership of the provincial executive director and with the participation of key line departments, academic institutions, civil society and media.

**4.1.4 Improve information management in PG/DG offices**

In 2008, ASGP conducted assessments of information management and developed proposals to improve information management systems and infrastructure in six provinces of the North and Northeast. ASGP also identified three types of electronic databases to be introduced in provincial governor’s offices: human resources management, registry/documentation management, and development. To support improved information management in provinces, ASGP delivered the required equipment, installed IT infrastructure in the provincial governor’s offices in Balkh and Faryab and provided training to IT specialists in the provincial governor’s office in domain-based network management, basic troubleshooting and database management.

During 2009, ASGP completed assessments for another six provinces (Takhar, Baghlan, Badakhshan, Parwan, Kapisa and Uruzgan) and developed measures to improve information management in these and other provinces. In total, ASGP procured in 2009 various IT equipment for provincial and district governor’s offices, such as servers, computers, printers, scanners and others for an amount of \$152,107.

In 2009, ASGP designed guidelines for improved information management and introduced them through orientation workshops in five provincial governor’s offices: Faryab, Balkh, Saripul, Samangan and Jawzjan. ASGP helped the PGO Balkh to make the HR and document registry databases fully operational and provided the governor’s office with licensed anti-virus programmes. During 2009, 52 relevant PGO staff in five provinces developed their capacities in network operation and maintenance, software installation and use, the Internet use and other subjects through trainings delivered by ASGP. As a result of these measures, internal communication notably improved, processing time reduced, and the incidence of computer failures reduced by about 25%.



**An employee of the Balkh PGO is entering data into a newly installed registry system using IT equipment provided by ASGP. In 2009, ASGP procured office, communication and IT equipment for 22 provinces for an amount of \$1.5 million.**

In 2010, ASGP will roll out improved information management systems to another 10 provinces and, as agreed with USAID, will support Internet provision for all 34 provincial governor’s offices in Afghanistan.

**4.1.5 Improve access to information and establish an effective provincial public communication system**

In 2009, ASGP finalized the concept for Citizens’ Assistance Centres (CAC) in consultation with the provincial authorities of Balkh province and the IDLG. These centres are designed as a one-stop shop at the provincial level to improve public access to information, expedite services and improve handling of public appeals and grievances. ASGP completed a task order, inclusive of engineering designs and bills of quantity, under which IDLG’s Afghanistan Stabilization Programme (ASP) will be responsible for construction and equipment of provincial information and service centres in seven provinces: Faryab, Saripul, Balkh, Baghlan, Kapisa, Nangarhar, and Kandahar. ASGP will provide technical assistance to the ASP to implement its project as part of an overall capacity building programme for the IDLG in 2010.

**4.1.6 Support Governors and Mayors to coordinate development activities in their territories through technical assistance packages delivered by at least five ASGP regional service centres in 2009**

“I am extremely happy and thankful to ASGP/UNDP for providing a team of 11 advisors recently. My office has 67 government positions but only five are filled so far. With the help of these ASGP advisors, we can really help and deliver timely and good services to the people of...”

In 2009, ASGP prepared provincial task orders for 22 provinces in consultation with the relevant provincial and municipal

authorities to address the actual local needs in capacity building and development. The total budget of the task order was over \$1.5 million, with 24% of the budget earmarked for human resources support and 76% for equipment. The task order was a concrete application of the new ASGP provincial approach. To make this approach operational, ASGP developed in cooperation with the IDLG and IARCSC a concept paper for human resources support to subnational entities. Experts supported by ASGP will address the cross-cutting needs at the provincial, municipal and district levels in organizational development and PAR, local economic development and aid effectiveness, monitoring and evaluation, public finance and budgeting, public communication and such like. By the end of 2009, 96 out of 120 experts to be recruited under the task order (80%) had already received their job offers ready to join provincial, district and municipal administrations in early 2010. 80% of the equipment, including all IT equipment, was procured but only 30% had been actually delivered to provinces before the end of the year.

In 2010, ASGP will increase its support to subnational administrations with technical assistance, staff support, provision of goods and services, including Internet provision to all 34 provinces, to the tune of \$2.7 million. ASGP regional officers will play a more active role, providing regular guidance and coaching to the staff deployed in the field.

**4.1.7 In depth research to generate insights for broad-based integration of government functions at subnational level**

In 2009, ASGP developed a research programme for UNDP Afghanistan which consists of four research projects focusing on establishing links between governance capacities, local social capital, subnational service delivery and local stability. As part of this programme, ASGP developed in cooperation with the IDLG a research proposal on the accountability and responsiveness of subnational governance, including sampling procedures, implementation modalities and data collection instruments. This research is designed to collect baseline information on the situation in subnational governance and to test several interrelated hypothesis on the correlation between accountability, stability and resource mobilization at the subnational level. This project will be implemented during 2010 and will significantly contribute to the improved capacities of the government partners for policy research, analysis and formulation. In addition, ASGP plans to launch in 2010 an Early Warning System for Afghanistan in cooperation with the IDLG and the Central Statistical Office.

**4.1.8 ASGP Regional Governance Specialists placed in ASGP regional service centres to support strategic planning and management in minimum 5 provincial PGOs**

2009 was the year when the ASGP provincial approach took the final shape and its practical realization started. Six regional offices were established during 2009 in the North, Northeast, Centre, East, South and West. By the end of 2009, 40 international and national staff were deployed in regional and provincial offices, four times more than in 2008. Regional offices made significant contribution to the launch of provincial strategic planning in six provinces as described in subsection 4.1.2.



These offices worked with local international and national partners to ensure an improved understanding of provincial strategic planning and to create consensus among all relevant

stakeholders at the provincial level on their roles in this process. Regional offices helped the IDLG Strategic Planning Team to organize a total of 17 PSP workshops in October-December in six pilot provinces, including introductory workshops for national and international partners and orientation workshops for provincial staff directly engaged in provincial profiling and strategic planning. Staff of the ASGP regional offices facilitated the setting up of provincial profiling teams and provided technical advice to them on the development of provincial profiles. As the scope and complexity of strategic planning increases, regional offices will play an increasing role in supporting provincial strategic planning in 2010 and coordinating with all regional and provincial stakeholders on strategic long-term planning.

## **Output 4.2 Impact on public service is improved through multi-agent collation building and community involvement in local economic development**

This output was introduced for the first time in 2009. Following revision of the ASGP annual workplan in mid-2009 in line with the recommendation of the mid-term review, work on this output was stopped. This output is not part of the ASGP annual workplan for 2010. The results produced during 2009 have been and will be used in the process of provincial strategic planning to support development of a sound local economic development strategy as part of the provincial strategic plan.

### ***4.2.1 Assisting the development of provincial Local Economic Development (LED) strategies with rural-urban linkages***

ASGP designed a draft LED investment manual for use in provinces, which was submitted to the IDLG. To advance the local economic development agenda, ASGP also developed and tested an economic development capacity evaluation framework for local authorities in Parwan and Kapisa. In addition, ASGP developed economic profiles for six provinces: Balkh, Takhar, Laghman, Bamyán, Uruzgan and Herat. The profiles based on secondary sources present an analysis of the economic situation in these provinces and establish correlations between major economic variables. These profiles are a major contribution to the future local economic development strategies at the provincial level.

### ***4.2.2 Building capacity for implementation of provincial LED strategies with rural-urban linkages***

No activities related to this sub-output took place during 2009.

### ***4.2.3 Enabling the municipalities to align Municipal Development with the needs of Local Economic Development***

No activities related to this sub-output took place during 2009.

## **Output 4.3 Municipal capacities are upgraded in revenue collection, budget control and basic service delivery**

### ***4.3.1 Modern organizational models are developed based on clear delineation of functions among different government levels and introduced in all 33 provincial municipalities***

IDLG began to focus on the process of reforming and restructuring municipalities towards the second half of 2008. The work began with a functional analysis and proposed restructuring of the Department of Municipal Affairs within IDLG. Then draft organizational models were developed based on clear delineation of functions among different government levels to be introduced in pilot municipalities.

In close coordination with the IDLG and IARCSC, ASGP continued its work on new organizational models for municipalities in 2009. This work was participatory in nature and included multi-sector consultation workshops in Mazari Sharif, Balkh, Maimana (Faryab), and Aybak (Samangan). These workshops initiated by ASGP helped clarify current municipal realities, vision, public expectations and identify strategic actions. Based on a better understanding of the situation in municipalities, ASGP completed, in cooperation with the IDLG and IARCSC, functional analysis of the pilot municipalities of Mazari Sharif, Balkh and Dehdadi (the latter two located in Balkh province). The functional analysis, which consisted of a series of workshops and discussion sessions with municipal staff, resulted in the development of three organizational models, each including the four major components of functional analysis (organizational structure, functional chart, staffing pattern and position description together with qualification standards for each post).

The work done allowed ASGP to develop proposals for PAR implementation in the municipalities of Mazari Sharif, Balkh and Dehdadi and submit these proposals to IDLG and IARCSC for approval. Later in 2009, ASGP initiated functional analysis with the view to implement PAR and organizational restructuring in another nine municipalities: Maimana (Faryab), Aybak (Samangan), Sari Pul, Sheberghan (Jawzjan), Charikar (Parwan), Jalalabad (Nangarhar), Asadabad (Kunar), Mehtarlam (Laghman) and Kandahar. The functional analysis conducted in these municipalities documented current organizational setups, personnel profiles, and mandate and functions.

As of the end of 2009, no decision was taken on municipal restructuring and its implementation modalities as the IARCSC-IDLG high level Coordination Working Group continued discussing these issues. The major issue is the status of municipalities as self-sustaining units whose budget must be geared to available revenues. These revenues may not suffice to cover the costs of restructuring whereas the lack of mechanisms for intergovernmental transfers to municipalities prevents access to other sources of funding.

Well aware that organizational restructuring is not a goal in itself but a means towards better services, ASGP in the meantime initiated measures to promote a culture of custom orientation in municipalities. To this end, ASGP designed a training package on public service excellence program and trained 21 trainers from nine municipalities of the North and Northeast in Basic Customer Service Skills (BCSS). These trainers will serve as change managers for the public service excellence programme in the respective municipalities.

Provided that organizational and administrative issues with regard to PAR implementation in municipalities are resolved, ASGP aspires to launch organizational restructuring in 10 municipalities. In doing so, ASGP will support the IDLG and IARCSC in attracting a larger number of female civil servants to increase their presence in municipal administrations from four to six percent.

**4.3.2 Sustainable and affordable revenue administration practices are established in line with centrally determined municipal fiscal framework and introduced in 33 provincial municipalities**

Introduction of sustainable and affordable revenue administration practices has been the centrepiece of ASGP’s municipal programme since its inception in 2007. The year 2009 saw the first tangible results of improved revenue planning implemented with the ASGP assistance in five municipalities. In SY 1387 (2009-2010), municipal revenues in these municipalities increased by 18 to almost 70 percent as follows: Aybak (Samangan) - 46%, Mazari Sharif (Balkh) - 42%, Maimana (Faryab) - 36%, Sari Pul – 69%, and Sheberghan (Jawzjan) - 18%. In Andkhoy municipality (Faryab), where the RIAP scheme was introduced in early 2009, the increase in revenues from only one source – municipal rents – was 20% as compared to the same period in 2008. These figures reflect growth of municipal revenues without land sales, achieved because of more careful planning of revenues from sustainable sources, such as *safayi* tax, rent of municipal properties, business license fees and others, and due to better revenue collection efforts.



**Mehtarlam (Laghman) municipal working group doing *safayi* tax projection during the RIAP launching workshop in Jalalabad on 13-18 June 2009.**

Development and rollout of revenue improvement planning and related activities continued throughout 2009. Supported by ASGP, the municipalities of Mazari Sharif, Maimana, Sari Pul, Sheberghan, Aybak, Kunduz and Pulikhumri upgraded their RIAP plans and integrated revenue projections in their budgets for SY 1388 (2009-2010). At the same time, ASGP initiated revenue Improvement action planning in another 10 provincial municipalities: Taloqan (Takhar), Faizabad (Badakhshan), Charikar (Parwan), Mahmood Raqi (Kapisa), Maidan Shahr (Wardak),

Jalalabad (Nangarhar), Mehtarlam (Laghman), Asadabad (Kunar), Kandahar and Lashkargah (Uruzgan) and six district municipalities in the provinces of Balkh, Faryab, Jawzjan, and Baghlan (Andkhoy, Aqcha, Balkh, Kholm, Baghlan-e-Jadid and Emam Saheb). As a result, revenue improvement action plans of the ten municipalities were formulated and prepared for integration into their draft municipal budgets for SY 1389 (2010-2011).

To achieve these remarkable results, ASGP provided technical support and assistance to Afghan municipalities in three areas. Firstly, ASGP assisted the municipalities in creating a more reliable information database to identify municipal revenue generation capabilities. Together with relevant municipal authorities, ASGP developed revenue profiles of 20 municipalities as a tool for analysis of revenue trends and for establishing the revenue baseline.

Tax mapping to achieve improved tax collection was initiated in three municipalities: Aybak (843 properties tax mapped as of the end of 2009), Mazari Sharif (206 properties mapped), and Maimana (60 properties tax mapped). In addition, during 2009 ASGP oriented relevant staff in another 30 provincial and district municipalities on the concept of systematized tax maps and

tax databases that allow improved revenue generation and collection. *Safayi* tax objects database to record properties and the tax collectibles was developed and introduced in 30 municipalities in different regions. This database defines the tax potential and presents an anti-corruption tool, helping at the same time to establish realistic targets for *safayi* tax generation and collection.

The second area of ASGP efforts included development of municipal monitoring systems. ASGP helped nine municipalities (Mazari Sharif, Maimana, Aybak, Sari Pul, Sheberghan, Balkh, Andkhoy, Kunduz and Faizabad) to develop quarterly revenue targets to upgrade municipal capacity for revenue administration. To ensure effective functioning of the monitoring system, ASGP trained municipal officials in target setting and tracking, variance analysis and remedial action planning. In addition, ASGP helped 12 municipalities to design and install an Excel database to record, consolidate, analyze, and report revenue collection and trained municipal officials in its application.

Thirdly, ASGP worked to establish information exchange and peer learning mechanisms to support the rollout and upgrading of its municipal programme. ASGP designed experience exchange and exposure programs, in which more than 40 representatives from 11 municipalities improved their expertise and skills in RIAP and SWM through trainings and field visits. ASGP also prepared a cadre of trainers in municipalities of Mazari Sharif, Sari Pul, Maimana and Aybak to carry out peer learning in other municipalities. These trainers significantly contributed to the success of ASGP orientation workshops in the East and South regions in June and September, respectively. Lastly, ASGP initiated a Municipal Revenue Officers' Community of Practice as a knowledge management mechanism at national level with the participation of 30 municipalities. This resulted in participatory decision making between IDLG and municipalities, development of amended guidelines for *safayi* tax and municipal business license collection, and designing of standardized collection procedures to be used across the country.

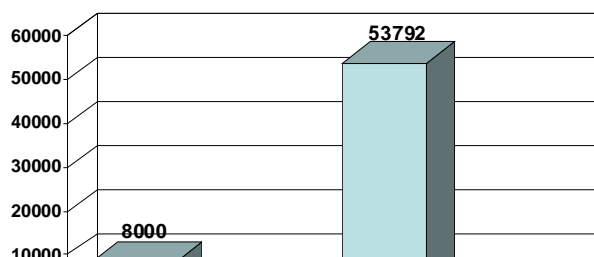


**Peer learning in practice: Representative of Mazar municipality exchanging experience in revenue enhancement and solid waste management with his colleagues from Kandahar and Lashkargah (Kanadahar, 8-15 September 2009).**

Municipal Revenue Officers' Community of Practice as a knowledge management mechanism at national level with the participation of 30 municipalities. This resulted in participatory decision making between IDLG and municipalities, development of amended guidelines for *safayi* tax and municipal business license collection,

and designing of standardized collection procedures to be used across the country.

**SINCE DOOR-TO-DOOR WASTE COLLECTION WAS INTRODUCED IN MAIMANA MUNICIPALITY, WASTE COLLECTION PER WEEK INCREASED ALMOST SEVENFOLD, FROM 8,000 TO 53,792 KILOGRAMS.**



*Safayi* tax is the principle source of municipal revenue in most municipalities. Not surprisingly, ASGP identified improvement of municipal solid waste management as the entry point for increasing

revenues and improving their sustainability. In 2008, ASGP launched its solid waste management programme in the municipalities of Mazari Sharif and Maimana. In 2009, this programme was rolled out in another 16 provincial and district municipalities through trainings on Integrated SWM, Waste assessment and Characterization study. ASGP designed manuals on SWM and medium term plan formulation and an implementation guide for 3 R (Reduce, Reuse and Recycle) for use in municipalities.

Using these and other manuals, ASGP provided regular support to municipalities during next stages of the SWM programme. To set the baseline information for SWM programme, ASGP completed waste profiles of 16 municipalities. 11 municipalities received assistance in identification of immediate areas of improvement for SWM based on the promotion of the 3 R (reduce, reuse, recycle), door-to-door waste collection, conversion of collection points to recovery centres and receptacles installation and management. SWM medium term plans were formulated in five municipalities (Aybak, Sari Pul, Sheberghan, Kunduz and Pulikhumri). Door-to-door waste collection system became operational in nine municipalities (Mazari Sharif, Aybak, Sari Pul, Sheberghan, Kunduz, Pulikhumri, Taloqan, Aqcha and Andkhoy), and 3R project was initiated in the district municipality of Kholm (Balkh). In all of these municipalities, district waste collection systems were developed, door step service initiated and open collection points eliminated. ASGP also worked on improving the waste management infrastructure in municipalities: a feasibility study for a sanitary landfill in Mazari Sharif was conducted and potential sites identified; waste processing facilities with segregation established in five municipalities; twin receptacles installed in the Maidan Shahr municipality (Wardak) for segregated waste collection in commercial areas and so on.

In 2010, ASGP will continue working on policy development for municipalities and their institutional development. ASGP will closely coordinate its activities with the USAID Municipal Governance Support Programme to avoid unnecessary duplication and ensure complementarity of efforts.

**4.3.3 *Transparent and accountable financial management and financial performance reporting practices are adopted and installed in at least 10 provincial municipalities***

Implementation of this sub-output started in 2009. During this year, ASGP focused on the development of municipal financial management and control systems. ASGP documented municipal accounting practices in the Mazari Sharif municipality and developed a training programme on accounting for municipal staff. ASGP also helped to design an Excel payroll and inventory databases and accounting journal to record assets and expenditures in municipalities. ASGP supported installation of these systems and training of staff in three municipalities (Mazari Sharif, Aybak and Andkhoy). To strengthen financial controls at the municipal level, ASGP designed a municipal audit manual as part of its overall efforts to build the IDLG audit capacities (see sub-output 1.1.1).

**4.3.4 *Minimum standards and procedures for the delivery of infrastructure and administrative services are formulated and rolled out in at least 10 provincial municipalities***

Development and introduction of performance measurement systems at the municipal level started in 2009. ASGP designed and helped apply a performance measurement system in the municipalities of Maimana and Mazari Sharif to monitor implementation of the solid waste management programme. ASGP designed a training package to enable municipal staff to operate the systems and rolled out the performance measurement system in another 10 municipalities. The data collected and analysed through the performance measurement system helped ASGP develop minimum service standards for solid waste management and introduce these standards in Maimana.

**4.3.5 *Participatory strategic planning, budgeting, implementation, coordination, and monitoring and evaluation processes are in place in at least ten provincial municipalities ensuring broader co-ordination at provincial level***



**Women’s participation in municipal service delivery programmes improved through joint school-municipal committees.**

In cooperation with municipal authorities and local communities, ASGP worked to improve public voice in service delivery. In 2009, ASGP initiated a school-based solid waste management programme and supported the creation of joint school-municipal committees in 14 schools in Mazari Sharif. These school-municipal committees run awareness programmes for students and teachers on public participation in service delivery, particularly proper waste management. Through this process 555 students in girls’ and boys’ schools received orientation on municipal SWM programmes and revenue generation. ASGP designed a draft public participation and communication strategy to encourage

community participation in municipal programs. ASGP also supported the establishment of community-based waste management committees as part of the door-to-door collection

system in Mazari Sharif and Maimana. The committees where women make up about 10% provide an opportunity for making service delivery gender-sensitive by allowing women to voice their concerns.

## **Output 5.1 Kandahar Strategic Provincial Plan implemented to create an overall framework for provincial progress in the fields of Security, Governance and Development**

### **5.1.1 New organizational structures under the PAR process will be set up in the Provincial Governors' and District Governors' offices and made operational**

ASGP launched its activities in support of PAR in Kandahar in 2008. Specific programmatic interventions included strengthening of the regional IARCSC offices through staffing, equipment and technical support and introduction of the new district operating manual. In 2009, ASGP developed, in consultation with the provincial governor's office and other partners, an implementation package and a task order for Kandahar worth \$ 275,000 to support public administration reform and formation of new organizational structures for the provincial and district governor's offices and provincial municipality. ASGP assistance consisted of regular technical assistance to the provincial and district governor's offices, financial and technical support to the IARCSC regional office and its training centre, technical consultation for the provincial capacity building working group and the provincial recruitment committee. To expand its technical support to the provinces, districts and municipalities, ASGP mobilized in 2009 through the IDLG 14 experts in the areas of governance, organizational development, public financial management, infrastructure development, information technologies and such like.

In 2009, ASGP started the rollout of its municipal programme in Kandahar. It started with a municipal organizational analysis, which identified the municipal functions and structures in order to initiate reorganization of the municipality. ASGP designed a participatory consultation workshop on PAR implementation in the municipality but it could not be convened until the end of 2009 due to security reasons.



**Municipal officials of Kandahar and Lashkargah participating in the practicum on waste characterization (Kandahar-September 2009). This practicum was delivered by trainers from Mazari Sharif, Sari Pul and Aybak municipalities.**

ASGP conducted an orientation workshop on revenue improvement action planning and solid waste management in Kandahar in September 2009. 13 municipal officials from Kandahar and Lashkargah (Helmand) discussed and developed approaches to improved revenue planning and solid waste management with the help of trainers from the municipalities of Mazari Sharif, Sari Pul and Aybak (Samangan).

ASGP helped the municipality of Kandahar to collect baseline information and put in place relevant monitoring and reporting systems. ASGP prepared the municipal revenue profile and the municipal waste profile and helped the municipality to install and operate an Excel database for recording revenue collection to facilitate data consolidation, reporting and analysis. ASGP also designed an improved waste collection scheme for Kandahar city consisting of 60 collection points and door-to-door waste collection in 10 residential blocks. This proposal could not be implemented in 2009 due to security reasons but ASGP hopes to introduce the improved waste collection scheme in 2010.

**5.1.2 Customized training courses will be developed and delivered to civil servants in Kandahar**

In 2009, ASGP designed special trainings for civil servants in Kandahar and prepared five master trainers to deliver these courses in the province in 2010. Trainings covered such subjects as senior leadership (designed in cooperation with the UNDP’s Afghan Civil Service Leadership Development Programme), management training, pay and grading reform and advance Excel.

**5.1.3 Information management systems and processes in the Provincial Governor’s office will be upgraded**

ASGP supported and guided the provincial yearbook committee throughout 2009 to produce the final draft of the yearbook. The committee collected and processed information from 34 provincial line departments and agencies to produce a full picture of the situation in the province. The yearbook will be published in the first quarter of 2010.

*“I welcome the publishing of the Kandahar yearbook as an important step in scientific and cultural life of the province. The yearbook ensures more transparency by clearly presenting the achievements, capabilities and challenges of the provincial administration.”*

Dr. Toryalay Wasi  
 Governor of Kandahar

To strengthen the material base of information management in the provincial and district governor’s offices and the Kandahar municipality, ASGP procured computers and other IT equipment for \$ 184,000. At the same time, 150 civil servants became computer-literate through the ASGP-supported training course in the IARCSC training centre. In combination with streamlined administrative procedures as

per the new provincial operating manual to be introduced by ASGP in Kandahar next year, these steps will allow provincial and district governor’s offices to improve internal information management systems and processes. Application of improved information management techniques will be supported by organizational development and IT specialists mobilized for the provincial and district governor’s offices and the municipality (see sub-output 5.1.1).

**5.1.4 Communication strategy will be established to ensure the citizens have timely access to vital information on governance, security, and progress on public service delivery**

In 2009, ASGP assisted the provincial governor’s office in the designing of a public communication. The strategy was enforced by the governor and its implementation started with the establishment of a provincial public communication committee. As part of the strategy, the governor’s office initiated construction of a media communication centre to increase the efficiency of public outreach and improve media relations. The centre, worth \$ 140,000, will be completed and equipped by the second quarter of 2010.

ASGP assisted the provincial department of culture and information and the PGO public relations office in the organization of media and cultural events, collection and dissemination of information and press releases about various government activities and arrangement of press conferences and other outreach events. Likewise, ASGP supported the expansion of the government’s information structure, with a public relation officer recruited and trained for the Dand district.

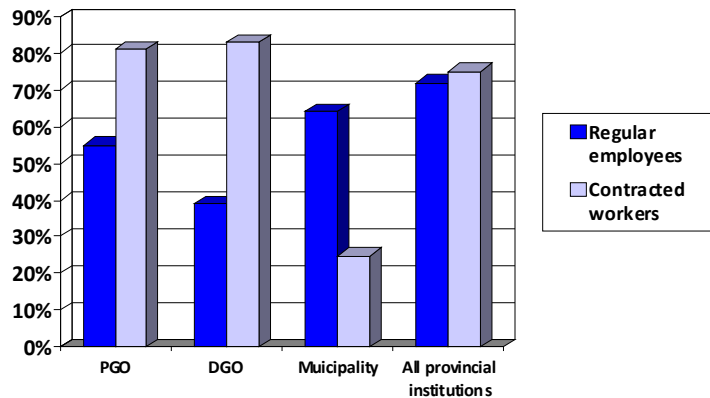
**5.1.5 Effective mechanism for handling public grievances is established, transparency is increased and the level of corruption reduced**

During 2009, preparations were made for the establishment of a citizens’ assistance centre in Kandahar (for more details, see sub-output 4.1.5). The citizens’ assistance centre will be made operational in the context of the provincial operating manual to be introduced in the province in 2010. ASGP will also enforce more effective mechanisms for handling public grievances in district administrations and the provincial municipality once the relevant ASGP programmes will be rolled out during 2010.

**5.1.6 PAR implementation under IARCSC regional office**

During 2009, ASGP supported the work of the IARCSC regional office and other provincial bodies engaged in PAR implementation, such as the provincial capacity building working group and the provincial recruitment committee. ASGP provided technical advice, funding and equipment for the regional office. The provincial capacity building working group established in line with the joint IARCSC-IDLG instructions under the leadership of the provincial executive director received assistance in situation analysis and planning, and started to play a more visible role on coordination of public administration reform in the province.

**PAR implementation in Kandahar province**  
 Percentage of merit-based recruitment in relation to the total number of positions



Thanks to the joint efforts of ASGP, IDLG, IARCSC, and other international and national partners, public administration reform in Kandahar made great strides in 2009. The number of staff appointed through merit-based recruitment increased more than twice, with 55% of regular posts filled in the provincial governor’s office, 54.6% in district governor’s offices, and 63.8% in the provincial municipality. In total for the province of Kandahar, recruitment rates rose to 72% in 2009.

**5.1.7 Training centre operated under IARCSC/PAD**

Despite the destruction of the Kandahar training centre as a result of an attack by anti-government elements in August, 150 civil servants (no women) completed the IARCSC basic training in management, computers and English in 2009. ASGP worked with the IARCSC regional office to ensure continuous operation of the training centre and made arrangements for the training centre’s relocation to another building and its speedy equipment to minimize disruption on the education process. At the same time, ASGP supported implementation of TC operating manuals and guidelines to increase the efficiency of its operation (see sub-output 2.2.2 for more details).

There are no activities currently taking place at the Provincial Training Centre in Kandahar. However, ASGP is starting a leadership and management programme for civil servants holding management positions under grade 3. The programme will be conducted in a conference room of the PGO or one of the line departments. Because activities in the IARCSC training centre are delayed in the next quarter, IARCSC will deliver two rounds of the leadership programme, which is twice what is delivered in other provinces where the programme is in place.

**5.1.8 Internship program operated by IARCSC for university graduates**

As explained in sub-output 2.2.1, the internship programme in Kandahar was successfully implemented in 2009, with 47 university and high school graduates having completed the IARCSC basic training for civil servants combined with practical training in provincial government departments. The participants included 14 interns from Kandahar, 13 from Uruzgan, 12 from Zabol, eight from Helmand and one from Daikundi. The trainees are expected to join civil service in their home provinces in early 2010. The second round of the programme is due to start in February 2010.

*“The internship training has provided me with an important opportunity to learn about managing activities in a government office. As most of the staff in government offices have low level of knowledge and skill, we cannot expect much from them. My sole purpose of participating in this training is to join the government service after graduate from this training and work for the betterment of my people “*

Sayed Turalay  
 Participant of the internship programme,  
 Kandahar

Unfortunately, the programme could not attract any female candidates. To address this issue and encourage women’s participation, ASGP and IARCSC are now considering a different implementation modality based on a provincial approach. This will resolve travelling and accommodation issues for female interns and will allow them to complete the programme in their home province.

**Output 6.1 Uruzgan/Daikundi Strategic Provincial Plan implemented to create an overall framework for provincial progress in the fields of Security, Governance and Development**



This output was added to the ASGP annual work plan in 2009 although ASGP started its rollout in Daikundi in

2008 when the provincial operating manual was introduced in all districts of the province. The province of Uruzgan was identified in 2009 as one of the provinces for the first phase of provincial strategic planning. Strategic planning in a province poor with qualified human resources presents a significant challenge. To support the planning process, ASGP in 2009 recruited three strategic planning specialists for Uruzgan in the fields of security, governance and development. These specialists will receive support from another 14 experts recruited by ASGP to strengthen the system of subnational governance in the provinces (see sub-output 6.1.1).

**6.1.1 *New organizational structures under the PAR process will be set up in the Provincial Governor's and district governor's offices and made operational***

ASGP conducted an assessment mission to Uruzgan during the second quarter to finalize preparations for the rollout and launch of ASGP activities in coordination with other stakeholders. Baseline information on key provincial government institutions in Uruzgan collected during this assessment mission was incorporated into the revised workplan and task order for the provinces endorsed by the Provincial Governor. Unfortunately, the training programme for provincial and district government officials to introduce provincial and district operating manuals in order to make the government structure more operational had to be postponed three times and could not be completed in 2009 due to security concerns and political uncertainty following the first round of the elections.

All 14 specialists envisaged by the task order, including district governance and development specialists, were mobilized as of the end of 2009 ready to join the provincial, district and municipal administrations in Uruzgan in early 2010.

**6.1.2 *Customized training courses will be developed and delivered to civil servants in Uruzgan***

In 2009, ASGP designed special trainings for civil servants in Uruzgan and prepared five master trainers to deliver these courses in the province in 2010. Trainings covered such subjects as senior leadership (designed in cooperation with the UNDP's Afghan Civil Service Leadership Development Programme), management training, pay and grading reform and advance Excel. In addition, ASGP conducted an introduction session for the senior PGO staff and district governors to present the provincial and district operating manuals. Five provincial officials were trained as trainers for introduction of provincial and district operating manuals but the delivery of both programmes had to be postponed until 2010 due to security reasons.

**6.1.3 *Information management systems and processes in the Provincial Governor's office will be upgraded***

ASGP conducted an assessment of the current state of information management systems in Uruzgan, identified existing gaps and shortcomings and procured required IT equipment for more than \$ 96,000. Application of improved information management techniques will be supported by organizational development and IT specialists mobilized for the provincial and district governor's offices and the municipality (see sub-output 5.1.1).

**6.1.4 *Communication strategy will be established to ensure the citizens have timely access to vital information on governance, security, and progress on public service delivery***

This output was not produced in 2009. The provincial communication strategy will be developed with the assistance of the provincial communication officer who will join the provincial governor's office in early 2010.

**6.1.5 *Effective mechanism for handling public grievances is established, transparency is increased and the level of corruption reduced***

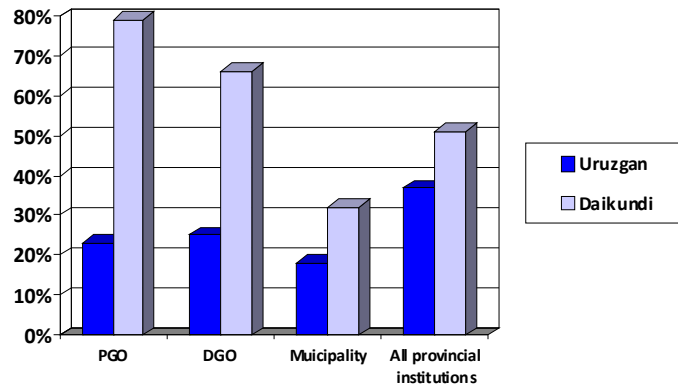
This output is related to introduction of procedures described in the provincial and district operating manuals. Since their introduction had to be postponed for security reasons, this output could not be produced in 2009. The manuals will be introduced with the support of organizational development and public administration reform specialists to be deployed in provincial and district administrations in 2010.

**6.1.6 *PAR implementation under IARCSC Regional Office***

During 2009, ASGP supported the work of the IARCSC provincial offices in Uruzgan and Daikundi and other provincial bodies engaged in PAR implementation, such as the provincial capacity building working groups and the provincial recruitment committees. The provincial capacity building working group received assistance in situation analysis and planning, and started to play a more visible role on coordination of public administration reform in the province.

Assisted by ASGP and the IARCSC provincial office, the provincial capacity building group and the recruitment committee somewhat intensified PAR implementation. The total number of regular civil servants in the province reached 213. The process of pay and grading reform was launched, with 20 positions restructured. Still, PAR progress in Uruzgan was slow in 2009, particularly in comparison to the

**PAR implementation in Uruzgan and Daikundi provinces**  
 Percentage of merit-based recruitment in relation to the total number of positions (regular staff only)



neighbouring Daikundi province where the staffing levels in the provincial and district offices reach 67-80%. In Uruzgan, vacancy rates in provincial and district governor’s offices as well as in the provincial municipality were 75% and more. The major obstacle is the lack of interest in civil service caused by poor service conditions and insecurity as well as the lack of qualified candidates. In 2009, ASGP took steps to address the deficit of human resources, particularly in the provincial governor’s office as described in sub-output 6.1.1. This is, however, a temporary solution, and ASGP will work together with the IDLG, IARCSC and other partners to attract more qualified candidates through civil service by instituting incentive packages, better service conditions, recruitment campaigns and specially designed internship programmes.

**6.1.7 Training centre operated under IARCSC/PAD**



**Provincial CSC representative is leading the first meeting of the provincial capacity building working group in Uruzgan**

In 2009, ASGP assisted CDP/USAID in the establishment of a training centre in Tirinkot. However, as of the end of 2009, this training centre was not operational. ASGP will use the training centre for the rollout of a number of specialized programmes in 2010, such as the senior leadership training, management training, and training in pay and grading reform as described in sub-output 6.1.2. ASGP will also assist the IARCSC regional office in introduction of TC operational manuals and will deliver relevant training to the TC staff.

**6.1.8 Internship program**

*operated by IARCSC for university graduates*

Altogether, 13 male trainees originally from Uruzgan participated in the internship programme in Kandahar but only one of them had residence in Tirinkot, the others located in Kandahar. Although the programme as a whole was a success as described in sub-output 5.1.8, the graduates, with one exception, are unlikely to join the civil service in Uruzgan.

In 2010, ASGP intends to provincialise the internship program and engage not only university and high school graduates (which are few in Uruzgan) but also current and former high school students to prepare them for entry into civil services. ASGP also hopes that this approach will attract some female candidates for the programme. The Embassy of the Netherlands agreed to fund this proposal developed by ASGP and the implementing agency (local NGO) was identified.

#### **6.1.9 Special program for Nilli municipality implemented**

In 2009, ASGP developed a special programme to provide assistance to Nilli municipality in the Daikundi province, headed by a female mayor, in consultation with provincial and municipal authorities. The programme, consisting of technical assistance, HR support and provision of equipment, aimed to upgrade municipal capacities to deliver services and improve the quality and range of services delivered by the municipality. Because of the lengthy recruitment process, the IDLG was able to mobilize three specialists required for implementation of this programme only in October.

This notwithstanding, some progress had been made in realisation of the programme before the end of 2009. The master plan implementation specialist instituted a monitoring system for implementation of the Nili master plan, including individual projects, and assisted the municipality in the designing of new city plans. The municipal organizational and HR development specialist collected data for the municipal HR database and developed a recruitment plan to introduce a better custom orientation in the municipality whereas the administrative assistant provided overall support to the Nili mayor in her day to day operations.

## **Output 7.1 Capacity for national programme implementation within the life of the programme is established**

### **7.1.1 Project operations**

ASGP strengthened its operations in 2009 by recruiting a number of new operations staff, including an international operations manager. ASGP also established specialized units responsible for certain operational activities and introduced streamlined procedures for budget requests, procurement and recruitment.

All this had a positive effect on the ability of the project operations to support programmatic activities. The average processing time for programmatic requests reduced by approximately 20%. Although the overall delivery for 2009 was 70%, this was caused by the political situation, which prevented full implementation of Output 3 and poor security which led to relocation of some international staff out of Afghanistan and impacted implementation of other outputs, particularly in less secure areas, such as Kandahar and Uruzgan. The ASGP procurement plan

was implemented 80%, with all IT and office equipment procured for provincial, district and municipal offices by the end of 2009.

### **7.1.2 Project monitoring**

In 2009, ASGP internal monitoring mechanisms became more effective with the establishment of a Knowledge Management and Monitoring Unit and development of the project performance tracking matrix, project monitoring matrix and improved risk analysis. Issue and risk logs were regularly maintained to allow timely preventive and corrective actions and follow up. Monitoring of performance and results was focused on Programme-end outcomes at the Component level and annual indicators at output level. The indicators contained in this indicative work plan attempted to be time bound, specific, relevant, and quantifiable. Monitoring was exercised through field visits, regular weekly, monthly and quarterly reports at the component and programme level, special reports and best practices compilations. A significant addition to the internal monitoring mechanisms became the establishment of six regional offices in the North, Northeast, Centre, East, South and West. The deployment of regional offices allowed ASGP to increase the number of field monitoring missions to 44 in 2009, which is twice as much as in 2008, and to collect more reliable baseline information on subnational governance at the provincial level.

### **7.1.3 Project audit**

ASGP underwent three external audits and evaluations during 2009. In the second quarter, KPMG completed an external audit of the project for the years 2006/07. This resulted in a positive (un-qualified) audit rating. The audit report provided some recommendations to ASGP, which the project fully implemented during 2009. In June 2009, EU ROM issued a monitoring report, which rated ASGP's relevance and quality of design as well as its impact and sustainability to date at B level (second highest). The report suggested the programme's streamlining and reduction of the outputs, which was addressed in the ASGP 2010 annual work plan and in the project document for Phase II. Other recommendations of the report were also addressed, such as improved custom orientation of the programme and strengthening of its operations management. During 2009, ASGP collected and submitted information required by the UNDP internal audit for the years 2007/08.

In 2009, ASGP underwent a mid-term review, explained in more details in sub-output 7.1.5.

### **7.1.4 Capacity assessment and training for IDLG and IARCSC**

As described in sub-out 1.1.2, ASGP developed an IDLG Capacity Scoring System as a tool designed to establish the baseline for the current level of IDLG capacities and to enable further measurement of organizational capacities, including in the areas of financial and project management. Also, ASGP supported recruitment of management, procurement and ICT advisors for the IDLG Project Support Unit (PSU) and continued its support to the IARCSC Project Management Unit to further build the capacity of national staff to conduct LOA related procurement and recruitment.

ASGP implemented a number of training programmes for the IDLG and IARCSC staff in 2009. To support the IARCSC Provincial Affairs Departments (PAD), ASGP finalised the development of operational manuals for the PAD and the Project Management Unit (PMU) launched during the previous quarter. The purpose of these manuals is to increase the efficiency the PAD and PMU working processes by specifying HR, procurement and other procedures.

### **7.1.5 ASGP mid-term review**

During the second quarter, the midterm review of the project was completed. This independent review noted several areas for improvement, such as the management structure and bureaucratic requirements of both UNDP and ASGP including the Kabul-centric management structure, programme assistance preparation, communications with stakeholders, and the monitoring and evaluation and performance management. This notwithstanding, the mid-term review provided a strong endorsement of ASGP's methodology and impact. Also, the review strongly recommended that ASGP's regionalisation should be further expanded, stating that future ASGP programme delivery in the provinces and municipalities should be managed out of the newly established regional offices.

ASGP undertook measures to implement the recommendations of the review. Additional channels of communication were established at the national and subnational levels to improve the communication between UNDP/ASGP and the IDLG, and focal points were appointed within the IDLG and ASGP to help ensure timely processing of operational and financial transactions. The regional offices became adequately resourced and operational, with 32 programmatic and operations staff deployed, including seven international governance advisors. These offices will play an even more important role during the second phase of the project as advisory and resource centres in charge of ASGP technical assistance in provinces, districts and municipalities.

## Challenges

### Risks

**Security:** Security remains the single most important challenge to ASGP implementation, particularly in the southern and eastern regions. A number of programmes in Kandahar and Uruzgan had to be postponed due to inadequate security conditions (see the Management effectiveness review). Many districts in the south and east, as well as in Logar and Wardak in the centre, remain inaccessible for security reasons. This will hamper ASGP's interventions at the district level and in municipalities. To mitigate this risk, ASGP will bring district and municipal staff from the inaccessible districts to provincial centres or Kabul for training and coaching to ensure the rollout of ASGP's programmatic activities. ASGP's development approach provides the government the resources and ability to build its capacity and reduces the need to place UN employees in insecure environments. ASGP will rely more on the task order staff located in provinces to build local capacities and carry out ASGP activities.

ASGP also exercises flexibility in the sequencing of its implementation, especially at the district level. ASGP can reduce security risks by deferring, or reducing its level of operations in insecure areas until these areas have been stabilized.

**Political will and support:** A number of ASGP-supported government initiatives, such as the Subnational Governance Policy, Provincial Strategic Planning and others, involve multiple government stakeholders and require strong political support and unity of the Government as a whole at both the national and subnational levels. Internal policy contradictions within the Government and lack of concerted efforts may hamper, undermine or make impossible implementation of these programs and achievement of the relevant results. In addition to this, the highly centralized nature of the government could impact on the roll out of the programme and the cooperation needed at the subnational level. To mitigate this, the project through IDLG, will enforce the implementation of the initiatives by encouraging political commitment centrally and locally by supporting government coordination mechanisms and widely communicating those initiatives. Development partners can also help identify entry points to overcome any obstacles.

**Elections:** 2010 is a year of elections to the Afghan Parliament (Wolesi Jirga). As the 2009 experience shows, the election period is associated with intensified political rivalry, deteriorated security and political uncertainty. In 2009, ASGP had to significantly reduce its programmatic activities across outputs as national partners were either not available or unwilling to engage for political and security reasons. There is a risk that this situation may repeat itself in 2010 albeit on a small scale as the stakes are not as high as in 2009. Still, ASGP may be forced to reduce its field activities during this period and focus more on development and upgrading of various systems and frameworks with the view to implement them once the critical period is over.

**Stakeholder engagement:** By definition, institutional development is a long-term sustained effort, with few immediate benefits. Some international and national stakeholders may become disenchanted about the lack of visible progress and decide to disengage. Lack of stakeholder support, either government institutions or donors, will have a negative effect on the ability of ASGP to carry out its programmatic activities. To sustain donor and government support, the

project will have measurable benchmarks set and progress against those monitored and reported to the stakeholders.

**Lack of baseline information:** Currently there is a lack of baseline data at the subnational level. ASGP began to address this issue during its first phase, and will continue to address it through the ongoing development of measurement systems, databases and systematic collection of measurable data. ASGP will introduce a number of measurement systems for capacity development specially designed to track the progress against the ASGP indicators.

**Lack of qualified human resources:** There is a lack of qualified human resources at the subnational level that affects programme work with the government administration and also within the regional offices of ASGP. In order to mitigate this, ASGP has set up an approach that ensures the regional offices are fully supported from the ASGP centre. To address this risk within the government administration, ASGP has worked with the IARCSC to set up an internship programme. More orientation and trainings for the newly employed personnel will be considered, and working manuals and guidelines for different positions will be developed. However, even with these mitigating factors this is a risk that has to be recognized throughout the life of the project.

**Limited implementation capacities and resources:** ASGP implementation capacities may be negatively affected by security. Deteriorating security may result in a situation when a very small number of international staff may be available inside the country, which will limit the programme's access to international expertise. To address this risk, ASGP will improve the use of national resources and will increase its reliance on qualified national staff, bringing more Afghans in key positions at the national and subnational level. ASGP will also make use of government contracts where possible to improve access to local capacities and resources and complement its own implementation capacities. ASGP will also use expert short-term missions to Afghanistan and retreats for national staff and partners outside the country to improve the quality of interaction.

**Fraud and corruption:** The problem of fraud and corruption widely exist at different levels in the country and may have a negative effect on ASGP implementation. Moreover, devolution of authority to provincial and municipal authorities and increase in funds managed directly by subnational government entities entails additional risk of financial mismanagement and corruption. ASGP will support strengthening of internal and external audit mechanisms, including regular conduct of audits in provincial and district governor's offices and municipalities; will assign additional specialists in public financial management and budgeting to every provincial governor's office and will encourage more effective oversight of the provincial councils over the use of the provincial budget.

## Issues

**Limited presence of international staff:** Relocation of a significant number of international staff out of Afghanistan following the attack on a UN guesthouse in late October undermined ASGP's ability to deliver planned results in the last months of the year (see Management effectiveness review). ASGP organized the work of its international staff located outside the country in a way to minimize the effect of their physical absence by focusing their efforts on the

development of systems and mechanisms for national partners. During this period ASGP international advisors designed the IDLG capacity scoring system, data collection instruments for the good governance performance system, framework for the research on accountability of subnational governance and others.

**Transition period:** Transition to Phase II, which ASGP is undergoing at the moment, implies organizational and personnel changes and has a certain impact on the morale of the staff and the project's capacity to deliver results. To keep the pace and retain qualified staff, ASGP relied on good practices for change management and kept the staff aware of all developments to ensure their support and engagement in the change. A general staff meeting was held in December 2009 when the Country Director explained Phase II and associated changes to all staff. ASGP is also aware that Phase II will require different expertise for its implementation. To mobilize the best available expertise and to ensure timely implementation of Phase II activities, ASGP started using advanced recruitment methods, such as posting vacancy announcements in well-known development-oriented printed and electronic media as well as headhunting

**Functioning of field structures:** The regional offices stood on their feet during 2009. Yet, their functioning is still associated with a number of challenges, such as inadequate office space and living accommodations and lack of staff and equipment. By the end of 2009, ASGP deployed national regional governance specialists in all six regional offices. One provincial governance advisor was mobilized for the ASGP office in Lashkargah (Helmand) to be opened in 2010. The new organizational structure for regional offices was approved at the end of 2009, and ASGP has already launched a recruitment campaign to mobilize international and national staff in accordance with the new structure. Also, armored vehicles were procured to increase mobility of the staff in the field.

**Limited access and freedom of movement:** ASGP's access to subnational government entities deteriorated during 2009. Apart from security concerns, which place a number of provinces, districts and municipalities out of bounds for UNDP, inadequate transportation arrangements presented a considerable challenge. An abrupt cancellation of the only UN cleared flight to Tirinkot and frequent cancellations of UNAMA flights to other provinces delayed or made totally impossible ASGP planned activities, particularly in the South region. Also, lack of adequate transportation made it difficult for participants to arrive for ASGP-sponsored events in Kabul or even in provincial centres, as was the case with the training for district governors in Tirinkot (Uruzgan).

**Election period:** As described in the Management effectiveness review above, the presidential and provincial council elections in 2009 were a major disruptive factor. In addition to intensifying security concerns, the elections made the work with Provincial Councils impossible, first because of the election campaign and then due to a prolonged certification period. The operations of the PC Platform and Resource Centre came virtually to a stop during the second half of the year. For the same reason, ASGP could not complete in 2009 the orientation training for newly elected PC members. Further rollout of the good governance performance measurement system (GOFORGOLD) had to be put on hold as PC members were not available for participation in the activities of provincial performance measurement teams. The uncertainty prior to and following the first round of the election affected the willingness of national partners to take longer-term strategic decisions or engage in large-scale initiatives. Political uncertainty was the main reason for the failure to approve the Subnational Governance Policy in 2009. Even ordinary activities, such as tax mapping in municipalities,

could not be fully implemented due to municipal authorities' reluctance to engage before the election results became known. ASGP used this period to review its policy on representative democracy institutions and streamlined its programmatic approach in light of the mid-term review recommendations. Also, ASGP focused on capacity development for the IDLG and IARCSC in Kabul, with a number of workshops and trainings conducted in provincial strategic planning, project costing and prioritization, and strategic analysis. ASGP completed training of provincial trainers in pay and grading reform and senior leadership with the view to launch these trainings in provinces once the situation stabilized.

**Operational support:** As discussed in the sub-output 7.1.1, the quality of operational support to programmatic activities improved in 2009. Still, delays in staff recruitment and procurement of goods and services remained an issue. A few recruitment processes had to be cancelled as a result of the HR plan revision. In several cases, vacancies had to be re-advertised due to lack of qualified candidates or because the selected candidates changed their minds at the last moment. Government partners, the IDLG in particular, could not mobilize all task order staff for provincial, district and municipal offices for three months. Some procurement processes had to be cancelled due to lack of qualified bidders or contradicting data in request submissions. A few contractors did not fulfil their obligations on time. ASGP undertook additional measures to address these issues by further strengthening its business centre, improving its monitoring function and further developing of the operational capacities of government partners as explained in sub-output 7.1.4. ASGP has also introduced additional conditions in procurement contracts to strengthen the responsibility of contractors for timely provision of goods and services.

## Lessons Learned

**PAR is challenging to implement at the subnational level, but results come with persistence.** The public administration reform process has been ongoing at the provincial level since 2005 when the regional offices of IARCSC were established. By the end of 2009, 2719 subnational government units (58.4% of the total) had completed the PAR process. With considerable support from ASGP as of 2007, the regional offices have set up a monitoring system and in 2009 monitored 164 offices of five line ministries across the country. This process shows the successes and obstacles to the process of public administration reform. The results are shared with the PAR implementation unit at the centre to ensure lessons learned can be incorporated into future implementation. The success of these initial measures has encouraged the government, with the support of ASGP to extend this monitoring and evaluation process to service delivery, which has the potential to greatly improve the effectiveness of government services.

**Moving from Kabul centric to provincial approach is vital to deliver results and create ownership at the subnational level.** Much of the success of ASGP's first phase can be attributed to the strong partnership with both the IDLG and IARCSC in the centre and provinces during almost three years of implementation. ASGP staff established good working relations with provincial and district governors, mayors and PC members across the country. Their support and engagement was decisive for success of ASGP interventions at the subnational level. Establishment of regional offices in 2009 considerably improved ASGP's outreach and interaction with subnational authorities at all levels. ASGP will continue to strengthen its

regional offices, which will play an increasingly important role in the programme's implementation during the second phase.

**Effective communication with national and international stakeholders is vital for the programme's success.** ASGP interventions are complex in nature and their results may not be immediately visible. In this situation, effective and regular communication is vital to ensure stakeholders' engagement and support. ASGP observed that frequent interactions and consultations with provincial authorities on planning and implementation of ASGP activities resulted in a stronger sense of ownership within the government of ASGP projects. National counterparts repeatedly expressed their appreciation of the ASGP participatory and inclusive approach, favourably comparing it to the approaches practices by some other development actors. ASGP also realised that complex programmatic interventions, such as subnational governance policy development and implementation, require effective communication with international stakeholders, without whose support such dramatic developments are bound to fail. Therefore, ASGP also improved the frequency and quality of communication with donors by involving them in planning, monitoring and evaluation activities and increasing the number of donor briefings. In 2010, ASGP will develop additional information materials that present in an attractive and easy-to-read form its achievements and programmes.

**Local knowledge-sharing is a catalyst.** During the first phase ASGP worked with both IDLG and IARCSC to set up study visits within Afghanistan to demonstrate the reform process in municipalities and governors' offices to other Afghan municipal and provincial officials. These visits were quite successful in combining theoretical knowledge with practical examples of the new administrative systems. Experience exchange and exposure programs combined with formal training sessions work faster to upgrade capacities to implement provincial and municipal governance reform programs. Peer and networked learning is an effective mechanism to develop subnational capacities. It also removes any possible doubts about the applicability of the experience locally as may be the case with experience from other countries. ASGP will continue to facilitate the process of peer to peer learning and knowledge sharing among different regions within the country.

**A streamlined approach is most effective.** ASGP has been operating with five components, and each component has been involved in a wide range of activities. Almost all of these activities have real value and impact but scaling up and rolling out all of these programmes across the country presented a serious difficulty. Additionally, the complexity of ASGP has not been easily communicated or understood. ASGP has adapted a more streamlined approach for its Phase II with only three components: national, provincial and district, and municipal and with a smaller number of more focused outputs.

**Devolution of programmatic responsibilities to national partners is advantageous but must be commensurate with their capacities and resources.** ASGP experience demonstrates that greater involvement of national partners in programme implementation results in an improved national ownership and a sense of responsibility that help overcome many implementation obstacles. With ASGP support, Implementation capacities of the IDLG and IARCSC visibly improved in 2009. However, policy development and analysis, programme design and some other specialised expertise are still to be developed before these responsibilities can be taken over by national partners. ASGP will continue to encourage its national partners to take a greater role in the programme. At the same time, ASGP will gradually shift its international expertise from implementation to policy development,

programme and systems design and capacity development for national partners in the areas of project and finance management to ensure their substantive involvement in all stages of ASGP.

**Work can be done in insecure areas, but we have to be realistic.** In 2009 ASGP opened its regional office in Kandahar, and initiated programmes and activities in provinces such as Wardak and Uruzgan. In general, local stakeholders in these insecure provinces are keen to participate in governance initiatives, and ASGP can deliver the needed technical assistance. However, there are severe constraints: it can take time for staff to obtain security clearance and to secure transport to travel, and they can be recalled at any time; there are severe restrictions on movements in these locations; the cost of working within these provinces is higher; and there are practical problems with obtaining accommodation in insecure provinces. The lesson is that work can be done, and results achieved but we have to be realistic about the timeline, as the process is slower and less certain than working in secure areas. Also, ASGP will rely to a greater extent on the task order staff located in provincial, district and municipal offices for programme implementation.

**Secure areas must not be forgotten.** The focus on less secure areas is understandable: improving stability in such areas is a political and security priority. However, more secure (but in many cases less developed) areas, such as Badghis and Daikundi, for example, should not be overlooked lest the situation in those areas deteriorates due to lack of development. Indeed, 2009 developments indicate that even in the relatively safe and stable areas like Kunduz and Baghlan, insecurity may quickly increase due to political and economic factors. Secure areas present excellent opportunities to pilot various programmes and approaches before they are rolled out to less secure areas. In 2007-2009, ASGP launched a number of programmes in provinces such as Faryab, Sari Pul and Dai Kundi. Despite the lack of local capacities, subnational governance staff in these provinces are highly motivated and prepared to absorb capacity building interventions.

## Future Plans

ASGP intends to complete Phase I of the project during the first quarter and start Phase II as of 1 April 2010. During the first quarter, ASGP will finalise planning and budgeting for Phase II and will reorganise itself to meet the requirements of Phase II. The main conceptual innovations, such as streamlining of the programme, introduction of a provincial approach, deployment of task order staff in provincial, district and municipal administrations, reliance on peer learning and replication of local experience, were initiated in 2009. Therefore, there will be no unexpected and sudden changes, the transition being implemented as an orderly process in cooperation with all relevant stakeholders.

### **National Policy and Institutional Development**

In 2010, ASGP plans to support a strategic, prioritized approach to policy implementation. This will be based on a strong, rigorously formed consensus about implementation priorities.

*Policy implementation analysis.* ASGP will conduct detailed analyses of the content of the policy and implementation issues surrounding it. This will lead to detailed implementation work plans and facilitate high-quality policy implementation.

*Selective development of highest quality policy instruments.* ASGP will focus on developing legal drafts, regulations, programmes and other policy instruments which are of the highest possible quality, and which correspond to agreed policy priorities. These will be based on very detailed analyses of the policy and related policy issues.

*Stakeholder communication and collaboration.* ASGP will work intensively with international stakeholders, and will assist IDLG in working with national stakeholders, in order to build consensus and support collaborative policy activities. This will allow IDLG to implement parts of the policy outside its domain of authority. ASGP has already initiated activities in these areas.

*Building organizational foundations.* ASGP plans to assist IDLG in reorganizing itself, and strengthening organization-level, programme-level and individual-level performance management, based on rigorous analysis of IDLG's overall strategic vision and focus. This will lead to assistance in other areas such as human resource development and knowledge management.

### **Provincial and District Governance Development and Capacity Building**

*Completion of draft provincial profiles and strategic plans in six provinces: Balkh, Takhar, Laghman, Bamyan, Uruzgan and Herat.* ASGP will support development of training materials, delivery of capacity building interventions and mobilization of additional planning specialists to support the provincial strategic planning process in six provinces. The process will roll out to another four provinces before the end of the year.

*Introduction of modern management systems in provincial and district governor's offices and improved access to information.* ASGP intends to introduce provincial and district operating manuals in another 12 provinces in 2010. However, much more emphasis will be placed on actual implementation of the manuals through technical advice and monitoring by ASGP regional offices. ASGP will work to improve public access to information through Citizens'

Assistance Centres in at least six provinces, to upgrade information systems and provide Internet access to all provincial governor's offices.

*PAR implementation and strengthening of the strengthening subnational civil service.* ASGP will continue support to seven IARCSC regional offices, 34 provincial offices, regional and provincial capacity building working groups and provincial recruitment committees in all provinces. ASGP will directly support 23 training centres and will expand its internship programme to cover a total of 15 provinces to improve the quality of subnational civil service.

*Focusing on insecure areas, where there is insufficient assistance.* ASGP will also look to strengthen initiatives held in areas of great need - such as Uruzgan, Zabol, Helmand - with the support of ASGP donors. These initiatives will include a study tour to Balkh for provincial, district and municipal authorities of three southern provinces (Uruzgan, Zabol and Helmand), launch of an internship programme in Uruzgan, and implementation of a special governance support programme for Helmand.

*Capacity building of newly elected Provincial Councils.* ASGP will provide orientation training for newly elected provincial council members through a series of workshops and seminars in the centre as well as in the districts, including Kandahar where a special orientation programme will be designed. ASGP will work with provincial councils to ensure that 75% regularly conduct community consultations. ASGP will support the PCRCD, PC Information Network and PC Resource Centre to improve efficiency of provincial councils through better information exchange and experience sharing.

### ***Municipal Development and Capacity Building***

*Creation of customer-oriented organizational structures in municipalities.* ASGP will work with the IDLG and IARCSC to launch public administration reform and reorganization at the municipal level, aiming at 16 municipalities by the end of 2010, with a larger number of female employees. ASGP will also develop and introduce minimum standards and procedures for the delivery of infrastructure and administrative services

*Strengthening of sustainable and affordable revenue administration practices.* ASGP will roll out its revenue improvement planning and solid waste programmes to 20 provincial and 6 district municipalities in 2010. ASGP will rely on peer learning and experience sharing as the main vehicle for the rollout of these programmes. ASGP will also help municipalities introduce transparent and effective financial management procedures based on financial management and audit manuals and compatible with AFMIS.

## Financial Section

[Note: All financial data presented in this report are provisional. From UNDP Bureau of Management/Office of Finance and Administration, an annual certified financial statement as of 31 December will be submitted every year no later than 30 June of the following year.]

**Table 1. Funding Overview**

| Donor                | Commitments (Currency of the agreement) | Received (Currency of the agreement) | Received (USD)          | UNORE | Balance (Currency of the agreement) |
|----------------------|---|--------------------------------------|-------------------------|-------|-------------------------------------|
| CIDA                 | CDN \$ 5,000,000                        | CDN \$ 1,000,000                     | \$ 862,069.00           | 1.160 | CDN \$ 1,800,000                    |
|                      |   | CDN \$ 1,000,000                     | \$ 1,004,016.00         | 0.996 |                                     |
|                      |   | CDN \$ 1,000,000                     | \$ 824,402.00           | 1.213 |                                     |
|                      |   | CDN \$ 200,000                       | \$ 183,823.53           | 1.088 |                                     |
| EC                   | EUR 5,000,000                           | EUR 2,000,000                        | \$ 3,025,719.00         | 0.661 | EUR 500,000                         |
|                      |   | EUR 2,500,000                        | \$ 3,238,342.00         | 0.772 |                                     |
| Italy                | EUR 300,000                             | EUR 300,000                          | \$ 374,532.00           | 0.801 | -                                   |
| Netherlands          | USD 8,108,108                           | USD 2,000,000                        | \$ 2,000,000.00         | 1.00  | USD 2,858,108                       |
|                      |   | USD 3,250,000                        | \$ 3,250,000.00         | 1.00  |                                     |
| Norway (1 Agreement) | NOK 2,000,000                           | NOK 20,000,000                       | \$ 3,194,888.00         | 6.260 | NOK 15,000,000                      |
| Norway (2 Agreement) | NOK 42,000,000                          | NOK 7,000,000                        | \$ 1,383,399.00         | 5.060 |                                     |
|                      |   | NOK 5,000,000                        | \$ 755,059.00           | 6.622 |                                     |
|                      |   | NOK 7,500,000                        | \$ 1,165,501.00         | 6.435 |                                     |
| SDC                  | CHF 4,000,000                           | CHF 2,000,000                        | \$ 1,785,714.00         | 1.120 | -                                   |
|                      |   | CHF 2,000,000                        | \$ 1,687,764.00         | 1.185 |                                     |
| UNDP Core Fund       | USD 10,969,977                          | USD 552,977                          | \$ 552,977.00           | 1.00  | -                                   |
|                      |   | USD 750,000                          | \$ 750,000.00           | 1.00  |                                     |
|                      |   | USD 2,000,000                        | \$ 2,000,000.00         | 1.00  |                                     |
|                      |   | USD 7,667,000                        | \$ 7,667,000.00         | 1.00  |                                     |
| <b>Total</b>         |   |                                      | <b>\$ 37,024,466.74</b> |       |                                     |

**Table 2: Expenditure Status (by activity)**

| Output                         | AWP Budget for 2009 | Expenditure in 2009 | Balance          | Delivery Rate |
|--------------------------------|---------------------|---------------------|------------------|---------------|
| Support to Policy              | 4,064,254           | 2,974,951           | 1,089,303        | 73%           |
| Capacity Building              | 4,451,468           | 3,230,817           | 1,220,651        | 73%           |
| Representative Democracy       | 1,537,564           | 949,948             | 587,617          | 62%           |
| Development Management         | 5,786,183           | 4,231,169           | 1,555,014        | 73%           |
| Support to Kandahar            | 988,153             | 766,387             | 221,766          | 78%           |
| Support to Urozgan & Dai Kundi | 279,248             | 121,304             | 157,944          | 43%           |
| ASGP Management                | 3,487,067           | 3,162,914           | 324,153          | 91%           |
| GMS                            | 972,995             | 633,406             | 339,590          | 65%           |
| <b>Grand Total</b>             | <b>21,566,933</b>   | <b>16,070,895</b>   | <b>5,496,038</b> | <b>75%</b>    |

**Table 3. Expenditure Status (by donor)**

| Donor name                    | Budget    | Output                         | Expenditure | Balance   | Delivery Rate |
|-------------------------------|-----------|--------------------------------|-------------|-----------|---------------|
| <b>UNDP Core Fund (00012)</b> | 7,667,000 | Support to Policy              | 1,257,133   | 644,758   | 92%           |
|                               |           | Capacity Building              | 583,805     |           |               |
|                               |           | Representative Democracy       | 16          |           |               |
|                               |           | Development Management         | 2,516,818   |           |               |
|                               |           | ASGP Management                | 2,664,469   |           |               |
| <b>Netherlands (00182)</b>    | 3,614,160 | Support to Policy              | 331,810     | 2,089,053 | 42%           |
|                               |           | Capacity Building              | (3,677)     |           |               |
|                               |           | Representative Democracy       | 27,200      |           |               |
|                               |           | Development Management         | 872,013     |           |               |
|                               |           | Support to Urozgan & Dai Kundi | 121,150     |           |               |
| <b>Norway (00187)</b>         | 2,797,920 | ASGP Management                | 176,610     | 1,324,848 | 53%           |
|                               |           | Support to Policy              | (32,408)    |           |               |
|                               |           | Capacity Building              | 646,232     |           |               |
|                               |           | Representative Democracy       | 19,126      |           |               |
|                               |           | Development Management         | 702,729     |           |               |
|                               |           | Support to Kandahar            | (650)       |           |               |

|                     |           |                                |           |         |      |
|---------------------|-----------|--------------------------------|-----------|---------|------|
|                     |           | ASGP Management                | 138,043   |         |      |
| <b>EC (00280)</b>   | 3,770,492 | Support to Policy              | 670,807   | 876,356 | 77%  |
|                     |           | Capacity Building              | 2,025,672 |         |      |
|                     |           | Representative Democracy       | 10,007    |         |      |
|                     |           | Development Management         | 140,405   |         |      |
|                     |           | Support to Kandahar            | (1,200)   |         |      |
|                     |           | ASGP Management                | 48,446    |         |      |
| <b>CIDA (00550)</b> | 1,039,287 | Support to Policy              | (7,486)   | 229,269 | 78%  |
|                     |           | Capacity Building              | -         |         |      |
|                     |           | Representative Democracy       | (1,690)   |         |      |
|                     |           | Development Management         | (639)     |         |      |
|                     |           | Support to Kandahar            | 768,237   |         |      |
|                     |           | Support to Urozgan & Dai Kundi | 153       |         |      |
|                     |           | ASGP Management                | 51,443    |         |      |
| <b>SDC (10282)</b>  | 1,705,079 | Support to Policy              | 755,094   | -       | 100% |
|                     |           | Capacity Building              | (21,215)  |         |      |
|                     |           | Representative Democracy       | 887,453   |         |      |
|                     |           | Development Management         | (156)     |         |      |
|                     |           | ASGP Management                | 83,903    |         |      |

|                      |                   |                          |                   |                  |            |
|----------------------|-------------------|--------------------------|-------------------|------------------|------------|
| <b>Italy (00137)</b> | -                 | Representative Democracy | 7,835             | (7,835)          |            |
| <b>Total GMS</b>     | 972,995           |                          | 633,406           | 339,590          | 65%        |
| <b>G.Total</b>       | <b>21,566,933</b> |                          | <b>16,070,895</b> | <b>5,496,038</b> | <b>75%</b> |

## Annexes

### Annex I: Performance Tracking Matrix

| Results/Goals   | Performance indicators  | Baseline Info (2008)   | Performance Benchmarks and Targets in 2009  | Implementation Progress in 2009  |
|---|---|--|---|--|
| <p><b>1.1 The capacity in IDLG to design and regulate a new sub-national governance framework is attained</b></p> | <p>1. Availability of regulatory systems (incl. public finance management systems)</p> <p>2. Number of IDLG staff qualified to apply these systems</p> <p>3. Availability of knowledge base on sub-national governance for evidence-based policy making</p> | <p>No regulatory systems exist</p> <p>10 IDLG staff qualified in application of some PFM instruments</p> <p>No IDLG staff able to implement PSP</p> <p>3 IDLG staff qualified in programme budgeting</p> | <p>1.1 Audit manual developed</p> <p>1.2 Programme budgeting guidelines developed</p> <p>1.3 Municipal audit manual developed</p> <p>1.4 PSP implementation package developed</p> <p>2.1 All 85 provincial auditors trained in application of audit manuals</p> | <ul style="list-style-type: none"> <li>• Audit manual developed and introduced in all provinces</li> <li>• Comprehensive status report on public financial management (PFM) in IDLG developed</li> <li>• PFM guidelines developed and introduced (over 500 civil servants trained)</li> <li>• Guidelines on administrative reform and its implications for the IDLG budget developed</li> <li>• Municipal audit manual developed</li> <li>• PSO implementation package developed (PSP manual, provincial profiling guide, workshop designs and training materials)</li> <li>• Internal auditors appointed in 22 provinces</li> <li>• 83 provincial auditors trained in application of audit manuals</li> </ul> |

| Results/Goals | Performance Indicators                            | Baseline Info (2008)                               | Performance Benchmarks and Targets in 2009   | Implementation Progress in 2009   |
|---------------|---|--|--|---|
|               | 4. Audit rate of sub-national government entities | No sub-national government entities audited so far | <p>2.2 All senior IDLG staff at the programme level trained in implementation of programme budgeting guidelines</p> <p>2.3 IDLG Strategic Planning Team trained in all aspects of PSP implementation</p> <p>3.1 Basic data on sub-national governance at the provincial and district level collected and analysed</p> <p>4.1 75% of sub-national government entities will be audited</p> | <ul style="list-style-type: none"> <li>• 16 senior IDLG staff trained</li> <li>• One two week training and three workshops conducted to train the Strategic Planning Team</li> <li>• Technical assistance provided to IDLG Policy Unit in completing three pieces of analytical work: an analysis of provincial and district-level budgetary resources; an analysis of provincial and district-level human resources; and an analysis of district-level governance.</li> <li>• Audits of 12 PGOs (35%) completed in Bamyan, Badghis, Paktika, Herat, Ghazni, Panjshir, Faryab, Jawzjan, Samangan, Takhar, Maidan Wardak and Kabul</li> <li>• Audits in 11 provincial municipalities (32%) completed (Bamyan, Badghis, Paktika, Herat, Ghazni, Faryab, Jawzjan, Samangan, Takhar and Maidan Wardak)</li> <li>• 20 District Governors' Offices in the provinces of Laghman, Panjsher, Parwan, Baghlan, Samangan and Kapisa audited</li> </ul> |

| Results/Goals   | Performance Indicators  | Baseline Info (2008)   | Performance Benchmarks and Targets in 2009  | Implementation Progress in 2009  |
|---|---|--|---|--|
| <p><b>1.2 A performance-based assessment methodology in current sub-national governance system is operational</b></p> | <p>1. Availability of performance measurement and M&amp;E systems for sub-national governance</p> <p>2. Availability of minimum services standards for sub-national government units</p> <p>3. Number of sub-national government officials qualified to apply PM and M&amp;E systems</p> <p>4. Number of provinces where GOFORGOLD is functioning (number of provincial good governance reports produced)</p> <p>5. Number of provinces where provincial daily reporting system is fully functional</p> | <p>No performance measurement system exists for sub-national administrations</p> <p>No minimum service standards exist</p> <p>160 municipal employees and PC members trained in some aspects of participatory M&amp;E of municipal services and in project monitoring &amp; evaluation</p> <p>GOFORGOLD piloted in two provinces (Balkh and Kandahar)</p> <p>Data collected in most provinces on a daily basis but without a specific plan</p> | <p>1.1 Performance management systems for sub-national government units are in place</p> <p>1.2 M&amp;E systems for sub-national government units are in place</p> <p>2.1 Minimum service standards for sub-national government units are in place</p> <p>3.1 Each of 34 PGOs has at least one specialist qualified in performance measurement and M&amp;E</p> <p>3.2 PC members in 34 provinces can conduct basic participatory M&amp;E of service delivery</p> <p>4.1 GOFORGOLD reports produced for 21 provinces</p> | <ul style="list-style-type: none"> <li>• Provincial performance measurement framework developed as part of PSP</li> <li>• Over 60 municipal employees from Jalalabad (Nangrahar), Asadabad (Kunar), Mehtalam (Laghman), Kandahar, Lashkargah (Helmand) improved their monitoring and evaluation skills through ASGP-delivered training programmes.</li> <li>• Minimum service standards for solid waste management were developed and implemented in six provinces</li> <li>• Five M&amp;E specialists recruited (Uruzgan, Nangarhar, Zabol, Laghman, Kunduz)</li> <li>• Implementation postponed until new PC are formed</li> <li>• GOFORGOLD assessment conducted in about 50% of districts in the eight participating provinces: Faryab, Jawzjan, Kunduz, Samangan, Takhar, Nangrahar, Laghman and Parwan</li> <li>• The content and implementation modalities</li> </ul> |

| Results/Goals  | Performance Indicators   | Baseline Info (2008)  | Performance Benchmarks and Targets in 2009   | Implementation Progress in 2009   |
|--|--|---|--|---|
|  | 6. Availability of the ANDS M&E framework and reporting in place   | Draft M&E framework prepared but no standardized reporting system exists  | 5.1 All 34 provinces have a functioning daily reporting system<br><br>6.1 ANDS M&E framework and reporting in place  | for GOFORGOLD are being revised together with IDLG.<br><br><ul style="list-style-type: none"> <li>• All 34 provinces daily submit their reports to IDLG</li> <li>• ANDS M&amp;E framework for IDLG developed</li> </ul>   |
| <b>1.3 A strategic institutional framework for sub-national governance is in place</b> | 1. Number of new laws, regulations, rules of procedure, codes and manuals drafted and those existing amended to implement the sub-national governance policy<br><br>2. Number of sub-national governance officials exposed to the best international practices of local governance | No laws or regulations developed/updated to implement the sub-national governance policy<br><br>80 provincial and district officials learned the best practices of local governance during study tours abroad | 1.1 20 laws and regulation are developed and updated as identified by the IDLG<br><br>2.1 120 provincial and district officials from all over Afghanistan learn the best practices of local governance during study tours abroad | <ul style="list-style-type: none"> <li>• ASGP prepared five draft laws, including Local Government Law, Provincial Council Law, District Council Law, Village Council Law, and Municipalities Law. Further, ASGP prepared draft amendments to the Law on Public Finance and Expenditure Management, Procurement Law, Law on Audit and 14 other laws which have a bearing on subnational governance.</li> <li>• 76 IDLG provincial, district and municipal officials (including three women) participated in six study tours to Malaysia, Indonesia, Sri Lanka, the Philippines, Bangladesh, and Thailand</li> </ul> |

| Results/Goals   | Performance Indicators   | Baseline Info (2008)   | Performance Benchmarks and Targets in 2009   | Implementation Progress in 2009   |
|---|--|--|--|---|
|   | <p>3. Awareness rate of subnational government units about the sub-national governance policy</p> <p>4. Availability of the foundation package for the Afghanistan Local Governance Academy (ALGA)</p>   | <p>No awareness at the sub-national level</p> <p>ALGA does not exist and no foundation documents are available</p>   | <p>3.1 Copies of the policy delivered to each PGO and DGO</p> <p>4.1 The foundation package for the Afghanistan Local Governance Academy (ALGA) is in place</p>                              | <ul style="list-style-type: none"> <li>• Copies of the policy's executive summary produced and delivered to all PGO and DGO</li> <li>• Implementation postponed until the policy is approved</li> </ul>                     |
| <p><b>2.1 A sub-national PAR strategy is finalized and participating Provincial Governor's offices, district administrations, municipalities are strengthened</b></p> | <p>1. Existence of local mechanisms for capacity building coordination (number of regional and provincial capacity-building groups established)</p> <p>2. Percentage of sub-national PAR implementation</p> <p>3. Number of staff under grade 3 recruited in the provinces</p> | <p>No local capacity building mechanisms exist</p> <p>PAR implementation rate is about 50% in PGOs and 20% in DGOs</p> <p>50% of staff under grade 3 are recruited</p> | <p>1.1 34 provincial and regional capacity building working groups set up</p> <p>2.1 70% of PGO and 40% of DGO restructured</p> <p>3.1 70% of staff under grade 3 recruited in provinces</p> | <ul style="list-style-type: none"> <li>• Capacity Building Working Groups established in 34 provinces</li> <li>• PAR implementation is 80% in PGO and 40% in DGO</li> <li>• 60% of staff under grade 3 recruited</li> </ul> |

| Results/Goals | Performance Indicators  | Baseline Info (2008)   | Performance Benchmarks and Targets in 2009  | Implementation Progress in 2009   |
|---------------|---|--|---|---|
|               | <p>4. Number of line ministries at the provincial level that have been monitored and evaluated</p> <p>5. Percentage of completion of the civil service database (number of civil servants records entered into the database)</p> <p>6. Number of female civil servants benefitting from formal capacity building programmes</p> | <p>No evaluation done</p> <p>The database system, covers all seven regions and includes 50% of senior and junior appointments and 50% of all performance appraisals of civil servants (1st quarter 2009)</p> <p>Average percentage of female participants (trainees) 8-10%</p> | <p>4.1 Nine departments of line ministries assessed in all 34 provinces</p> <p>5.1 The database is 75% complete (both appointments and performance appraisals)</p> <p>6.1 Average percentage of female participants (trainees) 12-15%</p> | <ul style="list-style-type: none"> <li>• Tool for carrying out capacity development assessments of all subnational line ministries and agencies developed in coordination with USAID and approved by the IARCSC</li> <li>• Capacity development assessment tool piloted in the Ministries of Agriculture and Economy in the three northern provinces of Jawzjan, Sari Pul and Balkh</li> <li>• Capacity development information from Ministries of Agriculture and Economy in Balkh, Jawzjan and SariPul collected and analyzed</li> <li>• Support provided to the Provincial Affairs Department to assess the PAR process in the Ministry of Agriculture and IDLG as well as to determine its effectiveness in 12 provinces</li> <li>• Human Resources Database set up in the IARCSC and 80% complete</li> <li>• 454 female civil servants trained (11% of the total)</li> </ul> |

| Results/Goals   | Performance Indicators   | Baseline Info (2008)  | Performance Benchmarks and Targets in 2009  | Implementation Progress in 2009  |
|---|--|---|---|--|
| <b>2.2: Skills and knowledge of civil servants to manage basic services upgraded</b>  | 1. Number of provinces covered by an internship programme for recent university graduates to prepare their entry to civil service<br><br>2. Number of functioning IARCSC Training Centres<br><br>3. Availability of specialized training for civil servants at provincial level<br><br>4. Number of civil servants who underwent basic training for civil servants | No internship programme exists<br><br>13 functioning TC supported by ASGP<br><br>No specialized training is available at provincial level<br><br>1866 civil servants were trained or under training in 2008 in 13 TCs | 1.1 Internship programme for recent university graduates is conducted in 15 provinces<br><br>2.1 23 functioning TC centres supported by ASGP<br><br>3.1 Specialized programmes developed (senior leadership, financial management, project management, etc.) and delivered in all 23 TCs<br><br>3.2 About 3800 civil servants trained or under training | <ul style="list-style-type: none"> <li>• 47 interns completed the internship programme in the southern region</li> <li>• Internship programme launched in the eastern region</li> <li>• In total, 9 provinces covered by the internship programme</li> <li>• ASGP supported 23 training centres</li> <li>• Specialized programmes developed (senior leadership, HR management, advance Excel, pay and grading) and delivered to master trainers in 23 TCs</li> <li>• 4088 civil servants trained in 22 provinces, including 454 women</li> </ul> |
| <b>3.1. The capacity of elected sub-national representative bodies to undertake their roles in citizen representation, public service monitoring and conflict resolution is strengthened.</b> | 1. Percentage of PC members oriented about PC competences, responsibilities and rules of procedure   | N/A   | 1.1 100% of newly elected PC members receive orientation about PC competencies, responsibilities and rules of procedures  | <ul style="list-style-type: none"> <li>• Action plans for orientation of new Provincial Council members to be held at the national and regional level finalized</li> <li>• Implementation postponed until 2010</li> </ul>  |

| Results/Goals | Performance Indicators  | Baseline Info (2008)   | Performance Benchmarks and Targets in 2009   | Implementation Progress in 2009   |
|---------------|---|--|--|---|
|               | <p>2. Percentage of PC members familiar with such working methods as participatory M&amp;E, public outreach, etc.</p> <p>3. Number of provinces covered by the PC Capacity Development Support Programme</p> <p>4. Percentage of PC support staff expert in administrative and finance procedures</p> <p>5. Number of PCs for which capacity baseline is established to facilitate ASGP/IDLG capacity development programming</p> | <p>N/A</p> <p>PC Capacity Development Support Programme is functional in five provinces (Saripul, Samangan, Faryab, Balkh and Jawzjan)</p> <p>NA</p> <p>PC baseline established in 12 provinces (nine provinces in the Northern and Northeastern regions, one in the Eastern provinces and two in the Central provinces (1st quarter 2009)</p> | <p>2.1 100% of newly elected PC members are trained in the use of participatory working methods</p> <p>3.1 PC Capacity Development Support Programme is running in 20 provinces</p> <p>4.1 PC support staff in 34 provinces trained in administrative and finance matters</p> <p>5.1 PC baseline established in all 34 provinces</p> | <ul style="list-style-type: none"> <li>• Implementation postponed until 2010 due to late formation of new PCs</li> <li>• Implementation postponed until 2010 due to late formation of new PCs</li> <li>• PC staff from 34 provinces received training in administrative and financial matters during a national conference in Kabul in January 2009</li> <li>• PC baseline established in 24 provinces</li> </ul> |

| Results/Goals  | Performance Indicators  | Baseline Info (2008)  | Performance Benchmarks and Targets in 2009   | Implementation Progress in 2009   |
|--|---|---|--|---|
|  | 6. Capacity of IDLG PCRCD (PC Relations and Coordination Department) to provide coordination and support nation-wide  | PCRCD is newly established  | PCRCD structures are in place in the centre and regions, and all PCRCD staff are trained in their duties   | <ul style="list-style-type: none"> <li>Seven regional capacity building coordinators recruited for each region</li> <li>PCRCD capacity assessment and strategic plan updated</li> </ul>   |
| <b>3.2. A platform is created to facilitate coalition building and networking among sub national elected representatives</b> | 1. Functionality of the PC Information Network and Resource Centre (existence of regional fora and frequency of their meetings)   | No PC Information Network and Resource Centre exists                                  | 1.1 PC Information Network and Resource Centre/PC platform is established and functioning, with PC regional fora meeting regularly   | <ul style="list-style-type: none"> <li>PC Information Network and Resource Centre established during a national conference in Jalalabad with the participation 96 PC members (including 42 women)</li> </ul>  |
| <b>3.3 Citizen's awareness and understanding of sub-national governance deepened.</b>  | 1. Rate of implementation of CSO grant programme to promote civic education projects (number of grants allocated for the programme)   | No civic education programme at the sub-national level exists                         | 1.1 At least 10 grants to build civic awareness among civil society implemented  | <ul style="list-style-type: none"> <li>Preparations made to establish a Grant Selection Committee</li> <li>A number of CSO grant proposals to start piloting the grant mechanism gathered</li> <li>Implementation discontinued following revision of ASGP</li> </ul>  |
| <b>3.4. Capacity to undertake conflict sensitive sub-national governance enhanced</b>  | <p>1. Rate of mainstreaming of conflict-sensitive governance in capacity development programmes</p> <p>2. Number of conflict resolution mechanisms piloted and recognised</p> | <p>Issue related to conflict-sensitive governance are not mainstreamed</p> <p>N/A</p> | <p>1.1 Conflict management incorporated in all formal capacity development programmes</p> <p>2.1 Conflict-Sensitive Land Management research and documentation completed</p> | <ul style="list-style-type: none"> <li>Conflict management incorporated in the training programmes for provincial and district operating manuals</li> <li>Initial information collected and meetings held with local NGOs and international experts to prepare a feasibility study on conflict sensitive land management</li> <li>Implementation discontinued following revision of ASGP</li> </ul> |

| Results/Goals  | Performance Indicators  | Baseline Info (2008)   | Performance Benchmarks and Targets in 2009   | Implementation Progress in 2009   |
|--|---|--|--|---|
|  |   |  | 2.2 At least two conflict resolution mechanisms piloted in five selected provinces   | <ul style="list-style-type: none"> <li>Implementation discontinued following revision of ASGP</li> </ul>  |
| <b>4.1 Public service provision capabilities and co-ordination capacity are created in 20 provincial administrations</b> | <p>1. Number of PGO and DGO with functioning modern office management systems</p> <p>2. Number of provinces where Provincial Strategic Plan is developed</p> <p>3. Number of provinces with functional internal audit system in place</p> | <p>Modern office management systems based on the district operating manual introduced in 130 DGOs (12 provinces)</p> <p>No PSP exist</p> <p>Internal auditors were appointed in 70% of PGOs Training programme on Manual on Internal Audit was initiated for internal auditors (22 auditors trained)</p> | <p>1.1 Modern office management systems based on the district operating manual introduced in 110 DGOs (10 provinces)</p> <p>1.2 Modern office management systems based on the provincial operating manual introduced in 12 PGOs</p> <p>2.1 MDG- and ANDS-aligned provincial profile is produced in 18 provinces</p> <p>2.2 PSP developed in 10 provinces</p> <p>3.1 Internal auditors appointed in all 34 provinces; all 85 internal auditors are able to apply the Manual on Internal Audit</p> | <ul style="list-style-type: none"> <li>ASGP rolled out the DOM training into 83 districts in eight provinces in the centre, east and west of the country (Parwan, Kapisa, Wardak, Nangarhar, Laghman, Takhar, Ghor, and Farah)</li> <li>ASGP introduced the provincial operating manual in 10 provinces (Balkh, Faryab, Sati Pul, Jawzjan, Baghlan, Kunduz, Takhar, Samangan, Badakshan, and Herat)</li> <li>Provincial profiling guide completed</li> <li>Production of provincial profiles launched in two provinces (Herat and Balkh)</li> <li>Provincial strategic planning launched in Herat and Balkh</li> <li>Internal auditors appointed in 22 provinces</li> <li>83 provincial auditors trained in application of audit manuals</li> </ul> |

| Results/Goals | Performance Indicators  | Baseline Info (2008)  | Performance Benchmarks and Targets in 2009   | Implementation Progress in 2009  |
|---------------|---|---|--|--|
|               | <p>4. Number of provinces with essential socio-economic development information collected and available</p> <p>5. Number of functional Provincial Information Service Centres established</p> <p>6. Number of provinces with public communication strategies developed and implemented</p> <p>7. Number of ASGP regional service centres providing support to Governors and mayors in strategic planning and management</p> <p>8. Number of province-specific support programmes under implementation</p> | <p>One yearbook produced (Faryab)</p> <p>No information service centres exist at the provincial level</p> <p>No province has a public communication strategy</p> <p>One ASGP regional centre exists (Mazar-e-Sharif)</p> <p>No province-specific support programmes run</p> | <p>4.1 Socio-economic information collected and yearbooks produced in 12 provinces</p> <p>5.1 Provincial Information Service Centres are established in six provinces</p> <p>6.1 Public Communication Committees established and public communication strategies produced in six provinces</p> <p>7.1 Seven new regional centres are operational (Kunduz, Kabul, Jalalabad, Bamyan, Gardez, Kandahar, Herat)</p> <p>8.1 Province-specific support programmes established in 21 provinces under ASGP coverage</p> | <ul style="list-style-type: none"> <li>• Yearbook produced for Samangan</li> <li>• Preparation of provincial yearbooks was started in Parwan, Kapisa, Wardak and Kandahar</li> <li>• ASGP finalized the concept for provincial citizens' assistance centers</li> <li>• Task order drafted under which IDLG's Afghanistan Stabilization Programme (ASP) will be responsible for construction and equipment of provincial information and service centres in six provinces: Faryab, Saripul, Balkh, Baghlan, Kapisa and Nangrahar</li> <li>• Public communication committee established and a strategy produced in Kandahar</li> <li>• Six new regional centres are operational in Kunduz, Kabul, Jalalabad, Mazar, Kandahar and Herat</li> <li>• A comprehensive task order was developed and signed between UNDP and IDLG to provide technical assistance, including equipment and expert support, to 22 provinces</li> <li>• 80% of staff mobilized and 80% of</li> </ul> |

| Results/Goals  | Performance Indicators  | Baseline Info (2008)  | Performance Benchmarks and Targets in 2009                                  | Implementation Progress in 2009  |
|--|---|---|---|--|
|  | 9. Number of UNDP research projects on sub-national governance  | No UNDP research projects on sub-national governance exist  | 9.1 At least two research projects on sub-national governance initiated     | <p>equipment procured under the task order</p> <ul style="list-style-type: none"> <li>A research programme consisting of four research projects developed</li> <li>Research proposal and RFP for research on accountability and responsiveness of subnational governance developed</li> </ul>  |
| <b>4.2 Impact of public service is improved through multi-agent coalition building and community involvement in local economic development</b> | 1. Number of provinces with local economic profiles and LED strategies completed                                  | Only partial economic profiles exist for some provinces; no provinces have a comprehensive LED strategy | 1.1 Economic profiling completed and LED strategies drafted in 10 provinces | <ul style="list-style-type: none"> <li>Economic profiles developed for six provinces: Balkh, Takhar, Laghman, Bamyan and Herat</li> </ul>  |
| <b>4.3 Municipal capacities are upgraded in revenue collection, budget control and basic service delivery.</b>                                 | 1. Number of municipal administrations where restructuring is initiated based on IDLG organizational design model | No municipality is restructured   | 1.1 Restructuring initiated in 10 municipalities                            | <ul style="list-style-type: none"> <li>New organizational structure, functional chart, staffing pattern and position descriptions for each position within the Mazar municipality developed</li> <li>ASGP initiated functional analysis with the view to implement PAR and organizational restructuring in nine municipalities: Maimana (Faryab), Aybak (Samangan), Sari Pul, Sheberghan (Jawzjan), Charikar (Parwan), Jalalabad (Nangarhar), Asadabad (Kunar), Mehtarlam (Laghman) and Kandahar.</li> </ul> |

| Results/Goals | Performance indicators   | Baseline Info (2008)   | Performance Benchmarks and Targets in 2009   | Implementation Progress in 2009  |
|---------------|--|--|--|--|
|               | <p>2. Number of municipalities with tax mapping completed</p> <p>3. Number of municipalities with sustainable revenue administration practices</p> | <p>No municipality has reliable tax mapping information</p> <p>Revenue improvement action planning initiated in seven municipalities</p> | <p>2.1 Tax mapping completed in five municipalities</p> <p>3.1 Revenue improvement action planning integrated in municipal budgets in another eight municipalities</p> | <ul style="list-style-type: none"> <li>• Tax mapping to achieve improved tax collection was initiated in three municipalities: Aybak (843 properties tax mapped as of the end of 2009), Mazari Sharif (206 properties mapped), and Maimana (60 properties tax mapped)</li> <li>• ASGP oriented relevant staff in 30 provincial and district municipalities on the concept of systematized tax maps and tax databases</li> <li>• <i>Safayi</i> tax objects database to record properties and the tax collectibles was developed and introduced in 30 municipalities in different regions.</li> <li>• ASGP initiated revenue Improvement action planning in 10 provincial municipalities: Taloqan (Takhar), Faizabad (Badakhshan), Charikar (Parwan), Mahmood Raqi (Kapisa), Maidan Shahr (Wardak), Jalalabad (Nangarhar), Mehtarlam (Laghman), Asadabad (Kunar), Kandahar and Lashkargah (Uruzgan) and six district municipalities in the provinces of Balkh, Faryab, Jawzjan, and Baghlan (Andkhoy, Aqcha, Balkh, Kholm, Baghlan-e-Jadid and Emam Saheb)</li> <li>• Revenue improvement action plans of the ten municipalities were formulated and integrated into their draft municipal budgets for SY 1389 (2010-2011).</li> </ul> |

| Results/Goals | Performance Indicators   | Baseline Info (2008)   | Performance Benchmarks and Targets in 2009   | Implementation Progress in 2009   |
|---------------|--|--|--|---|
|               | <p>4. Number of municipalities with transparent and accountable financial management and financial performance reporting practices</p> <p>5. Number of municipalities with minimum standards and procedures for the delivery of infrastructure and administrative services</p> <p>6. Number of municipalities with improved solid waste management and safayi tax collection</p> | <p>Municipal financial management lacks transparency and accountability</p> <p>No minimum service standards exist</p> <p>Solid waste management programme initiated in five municipalities</p> | <p>4.1 Transparent and accountable financial management practices are adopted in at least 10 provincial municipalities</p> <p>6. Minimum standards and procedures for municipal services are formulated and rolled out in at least 10 provincial municipalities</p> <p>6.1 Solid waste management programme fully operational in another 10 municipalities</p> | <ul style="list-style-type: none"> <li>• Existing accounting practices used by the municipality of Mazar documented</li> <li>• Training programme on accounting for municipal staff developed</li> <li>• Excel payroll and inventory databases and accounting journal to record assets and expenditures in municipalities designed.</li> <li>• ASGP supported installation of these systems and training of staff in three municipalities (Mazari Sharif, Aybak and Andkhoy)</li> <li>• Municipal audit manual designed</li> <li>• Minimum service standards for solid waste collection developed and introduced in Mazari Sharif and Maimana</li> <li>• Training on results-based management, focusing on performance measurement and the development of minimum service standards delivered to 21 municipal staff of 9 municipalities</li> <li>• ASGP completed waste profiles of 16 municipalities</li> <li>• Immediate areas of improvement for SWM were identified in 11 provincial and district municipalities and advice provided on door-to-door waste collection, conversion of collection points to recovery centres and receptacles installation and management.</li> <li>• SWM medium term plans were formulated in five municipalities (Aybak, Sari Pul, Sheberghan, Kunduz and Pulikhumri).</li> <li>• Door-to-door waste collection system became operational in nine municipalities (Mazari Sharif, Aybak, Sari Pul, Sheberghan,</li> </ul> |

| Results/Goals   | Performance Indicators   | Baseline Info (2008)   | Performance Benchmarks and Targets in 2009   | Implementation Progress in 2009   |
|---|--|--|--|---|
|   |  |  |  | Kunduz, Pulikhumri, Taloqan, Aqcha and Andkhoy) and was initiated in the district municipality of Kholm (Balkh).  |
| <b>5.1 Kandahar Strategic Provincial Plan implemented to create an overall framework for provincial progress in the fields of Security, Governance and Development.</b> | 1. Percentage of PAR implementation in PGO/DGO<br><br>2. Availability of specialised training courses for Kandahar civil servants taught at the TC<br><br>3. Number of information management systems and processes updated in the Governor's office | PAR implementation is 20%<br><br>No specialised training courses exist<br><br>All IM management systems in the Governor's office are paper-based | 1.1 PAR implementation is 40%<br>1.2 All incumbent provincial and district officials trained in application of POM/DOM<br><br>2.1 Senior leadership training programme launched<br><br>3.1 Documentation registry and HR management systems computerised | <ul style="list-style-type: none"> <li>• 55% of regular posts filled in the provincial governor's office, 54.6% in district governor's offices, and 63.8% in the provincial municipality. In total for the province of Kandahar, recruitment rates rose to 72% in 2009</li> <li>• Provincial and district officials were trained in DOM</li> <li>• POM training had to be postponed due to security reasons</li> <li>• ASGP designed special trainings for civil servants in Kandahar and prepared five master trainers to deliver these courses (management training, pay and grading reform and advance Excel)</li> <li>• Documentation registry and HR management systems were not computerised</li> </ul> |

| Results/Goals | Performance Indicators   | Baseline Info (2008)   | Performance Benchmarks and Targets in 2009   | Implementation Progress in 2009  |
|---------------|--|--|--|--|
|               | <p>4. Availability of a provincial public communication strategy</p> <p>5. Availability of functioning public grievances mechanisms at the provincial and district level</p> <p>6. Number of civil servants who underwent basic training in the CSC training centre</p> <p>7. Number of graduates trained for entry to civil service through an internship programme</p> | <p>No public communication strategy exists</p> <p>120 civil servants received basic training</p> <p>No internship programme exists</p> | <p>4.1 Provincial public communication strategy developed and its implementation started</p> <p>5.1. Public grievances mechanisms based on POM/DOM provisions established and operational</p> <p>6.1 120 civil servants complete basic training in the TC</p> <p>7.1 30 university graduates from Kandahar prepared for entry to civil service</p> | <ul style="list-style-type: none"> <li>• Public Communication Committee established</li> <li>• Public communication strategy was developed and approved by the Governor</li> <li>• Construction of the public communication and media centre started in 2009 to the tune of \$140,000.</li> <li>• Preparations were made for the establishment of a citizens' assistance centre in Kandahar. The citizens' assistance centre will be made operational in the context of the provincial operating manual to be introduced in the province in 2010.</li> <li>• 150 civil servants (no women) completed the IARCSC basic training in management, computers and English</li> <li>• 14 interns completed the internship programme, including training in English, computer, basic management as well as specialized training in government departments</li> </ul> |

| Results/Goals  | Performance Indicators  | Baseline Info (2008)   | Performance Benchmarks and Targets in 2009   | Implementation Progress in 2009  |
|--|---|--|--|--|
| <p><b>6.1 Uruzgan/ Dai Kundi Strategic Provincial Plan developed to create an overall framework for provincial progress in the fields of Security, Governance and Development.</b></p> | <p>1. Percentage of PAR implementation in PGO/DGO</p> <p>2. Availability of specialised training courses for Uruzgan civil servants taught at the TC</p> <p>3. Number of information management systems and processes updated in the Governor's office</p> <p>4. Availability of a provincial public communication strategy</p> <p>5. Availability of functioning public grievances mechanisms at the provincial and district level</p> | <p>PAR implementation is 11%</p> <p>No specialised training courses exist</p> <p>All IM management systems in the Governor's office are paper-based</p> <p>No public communication strategy exists</p> <p>No functioning public grievances mechanism exist</p> | <p>1.1 PAR implementation is 20%</p> <p>2.1 All incumbent provincial and district officials trained in application of POM/DOM</p> <p>2.1 Senior leadership training programme launched</p> <p>3.1 Documentation registry and HR management systems computerised</p> <p>4.1 Provincial public communication strategy developed and its implementation started</p> <p>5.1 Public grievances mechanisms based on POM/DOM provisions established and operational</p> | <ul style="list-style-type: none"> <li>• 22% of regular posts filled in the provincial governor's office, 25% in district governor's offices, and 18% in the provincial municipality.</li> <li>• IARCSC restructured 20 positions in accordance with the new policy for pay and grading at the subnational level</li> <li>• 3 trainers prepared for delivery of the senior leadership programme in 2010</li> <li>• Documentation registry and HR management systems were not computerised</li> <li>• Public communication strategy was not developed</li> <li>• Introduction of POM/DOM could not be made for security reasons and no public grievances mechanism was established</li> </ul> |

| Results/Goals  | Performance indicators   | Baseline Info (2008)   | Performance Benchmarks and Targets in 2009   | Implementation Progress in 2009   |
|--|--|--|--|---|
|  | <p>6. Number of graduates trained for entry to civil service through an internship programme</p> <p>7. Extent of municipal organisational reform in Nili municipality</p> <p>8. Extent of city master plan realisation in Nili</p> <p>9. Availability of revenue improvement action planning</p> | <p>No internship programme exists</p> <p>Master plan is prepared but its realisation has not started</p> <p>No RIAP is implemented</p> | <p>6.1 20 university graduates from Uruzgan prepared for entry to civil service</p> <p>7.1 New organisational structure is developed and recruitment started</p> <p>8.1 At least 25% of the new areas identified in the master plan are prepared for city development</p> <p>RIAP is developed and included in the 1389 budget</p> | <ul style="list-style-type: none"> <li>Proposal for internship programme in Uruzgan developed and funding commitment obtained from the Embassy of the Netherlands. The programme will be implemented in 2010</li> <li>Three specialists recruited for the municipality</li> <li>The municipal organizational and HR development specialist collected data for the municipal HR database and developed a recruitment plan to introduce a better custom orientation in the municipality</li> <li>The master plan implementation specialist instituted a monitoring system for implementation of the Nili master plan, including individual projects, and assisted the municipality in the designing of new city plans.</li> <li>RIAP could not be implemented for security reasons</li> </ul> |
| <p><b>7.1 Capacity for national programme implementation within the life of the programme is established</b></p> | <p>1. Availability of project implementation package</p>   | <p>Project implementation package exists but needs revision</p>  | <p>1.1 Annual budget, procurement plan and HR plan are in place and regularly revised</p> <p>1.2 Project document for ASGP II developed</p>  | <ul style="list-style-type: none"> <li>Annual budget, procurement and HR plan for the rest of Phase I developed and approved</li> <li>Project document for ASGP II developed, approved by the Country Director, and signed by IDLG</li> </ul>   |

| Results/Goals | Performance indicators  | Baseline Info (2008)  | Performance Benchmarks and Targets in 2009  | Implementation Progress in 2009  |
|---------------|---|---|---|--|
|               | <p>2. Quality of functioning of the Business Centre</p> <p>3. Availability and functionality of ASGP regional centres</p> <p>4. Regularity and quality of internal project monitoring</p> | <p>Business Centre does not exist</p> <p>One regional centre exists in Mazar-e-Sharif</p> <p>Monitoring modalities identified</p> | <p>1.3 Implementation strategy for ASGP decentralisation developed</p> <p>2.1 Business Centre consistently meets service standards established for each type of support (HR, procurement, finance, IT, etc.)</p> <p>3.1 Seven ASGP regional centres and a number of provincial offices established as UNDP/ASGP field support units</p> <p>4.1 Internal project monitoring is conducted regularly and in accordance with the M&amp;E plan</p> | <ul style="list-style-type: none"> <li>• Implementation strategy developed</li> <li>• Six regional offices established and are operational</li> <li>• Task Order to support 22 PGOs and 18 municipalities prepared and approved by ASGP and IDLG</li> <li>• Average processing time for programmatic requests reduced by approximately 20%</li> <li>• Overall delivery for 2009 was 70% due to the political situation, which prevented full implementation of Output 3 and poor security which led to relocation of some international staff out of Afghanistan and impacted implementation of other outputs</li> <li>• ASGP procurement plan was implemented 80%, with all IT and office equipment procured for provincial, district and municipal offices by the end of 2009.</li> <li>• Six regional offices are operational (Centre, Noth, Northeast, East, South, West)</li> </ul><br><ul style="list-style-type: none"> <li>• Monitoring was exercised through field visits, regular weekly, monthly and quarterly reports at the component and programme level, special reports and best practices compilations</li> <li>• Deployment of regional offices allowed ASGP to increase the number of field monitoring missions to 44 in 2009, which is twice as</li> </ul> |

| Results/Goals | Performance indicators   | Baseline Info (2008)  | Performance Benchmarks and Targets in 2009   | Implementation Progress in 2009  |
|---------------|--|---|--|--|
|               | <p>5 Rating by external audit</p> <p>6. Project's evaluation during the mid-term review</p> <p>7. Degree to which national partners are capable of implementing operational aspects of ASGP with minimum supervision</p> | <p>No external audit conducted</p> <p>No mid-term review conducted</p> <p>IARCSC Project Management Unit (PMU) established for implementation of IARCSC task orders; a capacity assessment of IDLG and IARCSC undertaken by the UNDP Regional Centre in Bangkok</p> | <p>5.1 Rating by external audit is positive, with minor remarks</p> <p>6.1 Overall evaluation of the project is positive</p> <p>7.1 IARCSC PMU and IDLG PSU (Project Support Unit) have the capacity to carry out recruitment and procurement functions for implementation of task orders (MOUs) at a satisfactory level</p> | <p>much as in 2008, and to collect more reliable baseline information on subnational governance at the provincial level.</p> <ul style="list-style-type: none"> <li>• KPMG audit of the project for the years 2006/07 resulted in a positive (un-qualified) audit rating</li> <li>• EU ROM monitoring missions rated ASGP's relevance and quality of design as well as its impact and sustainability to date at B level (second highest)</li> <li>• Mid-term review provided a strong endorsement of ASGP's methodology and impact</li> <li>• ASGP recruited technical and operational staff for IDLG and CSC to further build the capacity of these national institutions</li> <li>• A number of training programmes for the IDLG and IARCSC staff implemented</li> <li>• ASGP finalised the development of operational manuals for the PAD and the Project Management Unit (PMU) to specify HR, procurement and other procedures.</li> </ul> |
|               |  |   |  |  |

**Annex II: Risk Log**

**RISK LOG**

|   |                          |                         |
|---|--------------------------|-------------------------|
| <b>Project Title: Afghanistan Sub-national Governance Programme</b> | <b>Award ID: 0043947</b> | <b>Date: 07/10/2009</b> |
|---|--------------------------|-------------------------|

| # | Description  | Date Identified | Type      | Impact & Probability   | Countermeasures / Mngt response   | Owner | Submitted , updated by             | Last Update | Status                   |
|---|--|-----------------|-----------|--|---|-------|------------------------------------|-------------|--------------------------|
| 1 | <i>Forthcoming elections may delay implementation of ASGP activities</i> | 10/04/2009      | Political | ASGP nation-wide activities may not be possible due to electoral preparations; capacity building for PCs will not be possible until after the new PCs are formed<br><br>P = 4<br>I = 3 | Schedule of programmatic activities were revised to avoid any nation-wide activities during the period immediately before and after the elections. PC capacity development was put on hold until the new Councils are formed. This period (including the month of Ramadan) was used to complete an analysis of the preceding developments (such as PAR progress in IDLG) and prepare for future activities (provincial task order for 22 provinces completed, provincial profiling manual | PM    | Agnes Cargamento, Dmitry Pozhidaev | 27/09/2009  | <b>Risk materialised</b> |

| # | Description  | Date Identified | Type                  | Impact & Probability   | Countermeasures / Mngt response  | Owner             | Submitted , updated by          | Last Update | Status           |
|---|--|-----------------|-----------------------|--|--|-------------------|---------------------------------|-------------|------------------|
|   |  |                 |                       |  | updated) to expedite ASGP implementation once the sensitive period is over.  |                   |                                 |             |                  |
| 2 | <i>Forthcoming elections may delay SNGP approval</i> | 24/04/2009      | Political             | Approval of the Sub-national Governance Policy may be delayed until September or later<br><br>P = 4<br>I = 3 | This risk has materialised as the approval of the subnational governance policy was delayed. ASGP has stepped up its outreach and debates with all relevant stakeholders on policy implementation to facilitate approval of the policy. ASGP is also working on a two-track implementation design, which makes application of some of the SNGP provisions possible without changing the applicable legislation. Work on the SNGP implementation framework (including legal drafting) will continue to compensate for the possible delay. | Marcus Williamson | Mahesh Shukla, Dmitry Pozhidaev | 27/09/2009  | <b>No change</b> |
| 3 | <i>Lack of local qualified staff in provinces</i>    | 17/05/2009      | Technical/operational | It may be difficult to hire sufficient qualified staff for implementation of provincial MOU, as a            | ASGP has agreed recruitment modalities with the IDLG PSU and IARCSC  | Dmitry Pozhidaev  | Shah Najwa, Dmitry Pozhidaev    | 27/09/2009  | <b>No change</b> |

| # | Description   | Date Identified | Type      | Impact & Probability   | Countermeasures / Mngt response  | Owner             | Submitted , updated by          | Last Update | Status           |
|---|---|-----------------|-----------|--|--|-------------------|---------------------------------|-------------|------------------|
|   |   |                 |           | <p>result their implementation may be delayed</p> <p>P = 3<br/>I = 3</p>   | <p>regional offices to give the widest possible dissemination to employment opportunities to attract qualified staff from outside the provinces. Competitive salaries have been established in the budget to attract qualified candidates.</p>   |                   |                                 |             |                  |
| 4 | <i>Province of Logar is out of bounds for UN staff</i>  | 21/05/2009      | Security  | <p>ASGP direct implementation may be impossible unless the status changes</p> <p>P = 3<br/>I = 2</p>                             | <p>Logar provincial and municipal representatives were invited in Kabul to discuss ASGP programmatic activities in the province until the end of 2009. Arrangements have been made to conduct training in the provincial and district operating manuals for Logar provincial and district officials in Kabul</p> | Ravza Andelic     | Ravza Andelic, Dmitry Pozhidaev | 28/09/2009  | <b>No change</b> |
| 4 | <i>Possible changes in IDLG following the elections</i> | 14/06/2009      | Political | <p>Possible changes in the IDLG leadership after the elections may require revision of ASGP and may delay its implementation</p> | <p>ASGP has been discussing the future ASGP plans with the incumbent leadership and non-government stakeholders</p>  | Marcus Williamson | Marcus Williamson               | 30/06/2009  | <b>No change</b> |

| # | Description  | Date Identified | Type                      | Impact & Probability  | Countermeasures / Mngt response  | Owner                             | Submitted , updated by            | Last Update | Status           |
|---|--|-----------------|---------------------------|---|--|-----------------------------------|-----------------------------------|-------------|------------------|
|   |  |                 |                           | P = 2<br>I = 4  | (international community) to ensure their support and minimize possible changes and revisions if the change in the leadership does materialize.  |                                   |                                   |             |                  |
| 5 | <i>Lack of secure office space and accommodation in some provinces</i>   | 22/06/2009      | Organizational/management | Opening of UNDP/ASGP offices will be cumbersome and time-consuming unless secure office space/accommodation is found in such provinces as Bamyan, Uruzgan, Kunar, and Helmand<br><br>P = 3<br>I = 3 | Request has been made to UNAMA to co-locate UNDP/ASGP offices within the existing UNAMA compounds where possible. A separate space was rented in Bamyan.   | Abdul Waheed                      | Abdul Waheed                      | 30/06/2009  | <b>Improving</b> |
| 6 | <i>Insecurity in the provinces and municipalities in the east and south as well as some districts and municipalities in the central and northern regions</i> | 1/10/2009       | Security                  | Insecurity may prevent delivery of ASGP programmes in certain districts and municipalities.<br><br>P = 5<br>I = 3   | ASGP will organise capacity-building events for district staff in the provincial centre or in other secure locations. ASGP will arrange in October a specially designed study tour to Balkh for district officials from Helmand, Zabol and Uruzgan. With the recruitment of task order staff for | Engineers Janat, Saboor and Jalal | Engineers Janat, Saboor and Jalal | 1/10/2009   | <b>No change</b> |

| # | Description  | Date Identified | Type           | Impact & Probability   | Countermeasures / Mngt response  | Owner       | Submitted , updated by | Last Update | Status                   |
|---|--|-----------------|----------------|--|--|-------------|------------------------|-------------|--------------------------|
|   |  |                 |                |  | provinces, districts and municipalities<br>ASGP will rely more on them for direct implementation of ASGP interventions   |             |                        |             |                          |
| 7 | <i>Lack of funds and equipment required to support task orders</i>   | 1/10/2009       | Financial      | May delay or make impossible implementation of the programmes under task orders<br>P = 2<br>I = 4  | ASGP budget and procurement plan have been revised to make sure that all task orders (existing and new ones) are properly covered  | Nasir Ahmad | Nasir Ahmad            | 1/10/09     | <b>No change</b>         |
| 8 | <i>Delay by IDLG in carrying out recruitment, processing extensions and in conducting PCWG meetings on a regular basis</i>   | 1/10/2009       | Organizational | May delay or make impossible implementation of ASGP programmatic activities related to provincial councils<br>P = 2<br>I = 3   | PM raised this issue with IDLG to ensure smooth implementation of programmes related to provincial councils; ASGP will work in close contact with IDLG and provide technical support to ensure timely support to provincial councils | PM          | Adiba Karim            | 1/10/09     | <b>Risk materialised</b> |
| 9 | <i>If the recruitment process under the provincial task order is not sufficiently decentralised to the regional or provincial level, the staff are unlikely to be recruited before end of 2009</i> | 28/09/2009      | Organizational | May delay delivery of support to provincial, district and municipal administrations and cause dissatisfaction of the subnational government entities<br>P = 4<br>I = 3 | ASGP will work with IDLG and IARCSC to try to identify an acceptable recruitment method allowing more involvement at the sub-national level.   | Shah Najwa  | Shah Najwa             | 1/10/09     | <b>Risk materialised</b> |

| #      | Description   | Date Identified | Type           | Impact & Probability  | Countermeasures / Mngt response  | Owner        | Submitted , updated by | Last Update | Status |
|--------|---|-----------------|----------------|---|--|--------------|------------------------|-------------|--------|
| 1<br>0 | <i>If international experts are relocated out of Afghanistan, access to international expertise will be difficult</i>   | 10/12/2009      | Organizational | May delay delivery of project results<br>P = 3<br>I = 3   | ASGP will organize expert teams outside the country and will create conditions for them to be in permanent contact with national staff and partners in Afghanistan and will facilitate regular expert missions | Joanne Adams | Joanne Adams           | 31/12/2009  |        |
| 1<br>1 | <i>Elections may force ASGP to reduce its field activities</i>  | 31/12/2009      | Political      | May deteriorate the security situation and affect the readiness of national authorities to engage in new activities<br><br>P = 3<br>I = 2   | During this period ASGP will focus more on development and upgrading of various systems and frameworks with the view to implement them once the critical period is over  | Joanne Adams | Joanne Adams           | 31/12/2009  |        |
| 1<br>2 | <i>If stakeholders do not see tangible results soon, some international and national stakeholders may become disenchanted about the lack of visible progress and decide to disengage.</i> | 31/12/2009      | Strategic      | Lack of stakeholder support, either government institutions or donors, will have a negative effect on the ability of ASGP to carry out its programmatic activities.<br><br>P = 3<br>I = 3 | ASGP will have measurable benchmarks set and progress against those monitored and reported to the stakeholders.  | Joanne Adams | Joanne Adams           | 31/12/2009  |        |
| 1<br>3 | <i>If qualified personnel cannot be recruited on time,</i>  | 31/12/2009      | Operational    | Relevant expertise will not be available and delivery of ASGP results   | ASGP will take measures to retain qualified personnel  | Joanne Adams | Joanne Adams           | 31/12/2009  |        |

| # | Description                                       | Date Identified | Type | Impact & Probability | Countermeasures / Mngt response   | Owner | Submitted , updated by | Last Update | Status |
|---|---|-----------------|------|----------------------|---|-------|------------------------|-------------|--------|
|   | <i>implementation of Phase II will be delayed</i> |                 |      | will be delayed      | and will use advanced recruitment methods (advertisement in printed and electronic media and headhunting) to ensure the best possible expertise |       |                        |             |        |

**Annex III: Issue Log<sup>1</sup>**

| ISSUES LOG         |         |                 |  |   |                     | Date: 07/10/2009         |                |  |
|--------------------|---------|-----------------|--|---|---------------------|--------------------------|----------------|--|
| Award ID: 00043947 |         |                 | Project: Afghanistan Sub-national Governance Programme   |   |                     |                          |                |  |
| ID                 | Type    | Date Identified | Description  | Issue management  | Status/<br>Priority | Status<br>Change<br>Date | Author         |  |
| 1                  | Problem | 04/05/2009      | Despite a UNDP Long Term Agreement (LTA) to deliver fuel to all 23 training centres, 34 IARCSC provincial offices and 7 regional offices some provinces are not receiving fuel allegedly due to security reasons | A new LTA with a different company has been signed. A reimbursement process was set up as an interim measure to ensure continuous delivery if fuel through monthly reimbursements. The situation now has improved.  | M                   | Improving                | Amita Gill     |  |
| 2                  | Problem | 19/05/2009      | Lack of security in Kandahar limits movement of international staff and hampers ASGP implementation  | This issue continues to negatively affect ASGP operations in Kandahar, particularly as the security situation has deteriorated. The international staff has minimised their movements but increased the intensity of contacts with national counterparts from the compound.                                 | H                   | Deteriorating            | Anil Chandrika |  |
| 3                  | Problem | 12/05/2009      | Lack of programme staff in regional offices  | Programme staff for regional offices are being recruited. Each office (with the exception of the Central region) now has 3-4 programme and operational staff. Up to 10 staff per each province will be recruited under the provincial task order, developed by ASGP and currently waiting for IDLG approval | H                   | Improving                | Ravza Andelic  |  |

<sup>1</sup> Details on Issue log can be obtained from Issues log deliverable description.

|   |         |            |  |   |   |           |                  |
|---|---------|------------|--|---|---|-----------|------------------|
| 4 | Problem | 01/06/2009 | The landowner unilaterally terminated a rental contract for the building of the PC Platform                    | A new building has been identified in the vicinity of the previous building and a contract signed with the owner. The PC Platform has been operating from the new building since June.  | M | Resolved  | Agnes Cargamento |
| 5 | Change  | 19/06/2009 | Governor of Kandahar suggests that MOU recruitment should be done locally by PGO, not by IDLG                  | New recruitment procedures have been developed in consultation with IARCSC to recruit staff for provincial offices through the regional capacity-building working groups with the participation of the governor's representative, IARCSC and ASGP. Implementation modalities for these procedures are being discussed with the IDLG leadership. | L | No change | Anil Chandrika   |
| 6 | Problem | 27/06/2009 | Lack of operational funds for regional offices   | In the process of budget revision, adequate funds have been allocated to ensure operation of regional offices until the end of this year. Regional offices have been given access to budget line 4.1 to address their needs.  | M | Resolved  | Murari Upadhyay  |
| 7 | Problem | 15/08/2009 | Delay in contract extension/hiring of replacement for SWM team leader as a result of late approval of SSA plan | The new SSA plan has been approved by the Country Director  | M | Resolved  | Celia Marquez    |

|    |         |            |  |  |   |           |                |
|----|---------|------------|--|--|---|-----------|----------------|
| 8  | Problem | 6/10/2009  | Difficulty in establishing direct contact with PRTs because of their location and internal rules | Contacts have been made to establish direct links with PRT staff through relevant Embassies, provincial officials or via Internet directly             | M | Improving | Ravza Andelic  |
| 9  | Problem | 15.08/09   | Delay in delivery of equipment to IDLG Department of Municipality Affairs (DMA)                  | Issue raised with the ASGP Procurement and equipment delivery facilitated  | L | Improving | Naseer Hamidi  |
| 10 | Problem | 15/08/2009 | Budget revision resulted in delay in FMIS recruitment and removal of strategic planning advisor  | Issue has been raised with the Country Office; with the approval of the new SSA plan, recruitment of the strategic planning advisor has been initiated | M | Improving | Satish Chandra |
| 11 | Problem | 20/08/2009 | Disruption of PC Platform activities due to delay in hiring an international advisor             | Recruitment of the advisor has become possible after approval of the budget and SSA plan   | M | Resolved  | Adiba Karim    |

|    |        |            |   |  |   |          |             |
|----|--------|------------|---|--|---|----------|-------------|
| 12 | Change | 20/08/2009 | All civil society and conflict resolution activities delayed until 2010 due to lack of budget | Senior management has been informed and agreed on postponement | M | Resolved | Adiba Karim |
|----|--------|------------|---|--|---|----------|-------------|