



Islamic Republic of Afghanistan

United Nations Development Programme

**National Institution Building Project  
Capacity for Afghan Public service (CAP) Project II**

(January 2010 / December 2013)

**Project Document**



United Nations Development Programme  
Country: Afghanistan  
Project Document

**Project Title** National Institution Building Project (NIBP)  
**UNDAF Outcome(s):** UNDAF 2010-2013  
 Area of Cooperation – Governance, Rule of Law and Human rights  
 Outcome\_2 – Government capacity to deliver services to the poor and vulnerable is enhanced.  
 Output\_2.1 – Institutions have strengthened capacity to develop and implement quality pro-poor service delivery and employment policies.  
**Expected CP Outcome(s):** CPAP Outcome\_3 – The state has improved ability to deliver services to foster human development and elected bodies have greater oversight capacity.  
 CPAP Output\_3.1 - Inclusive legislation, policies and programmes are in place, and government institutions are strengthened to improve the quality of service delivery.  
**Expected Output(s):** CPAP Output 3.2 - PAR management and coordination capacity of IARCSC strengthened and institutional and policy support for implementing required training programmes for civil servants established.  
**Implementing Partner:** UNDP  
**Responsible Parties:** IARCSC and UNDP

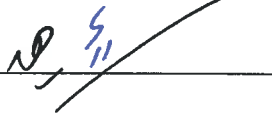
**Brief Description**


The National Institution Building Project builds upon the proven and successful experience of the two UNDP projects, namely, Capacity for Afghan Public Services Project (CAP) and Civil Service Leadership Development (CSLD) Project. The National Institutional Building Project (NIBP) will bring the experiences of CAP and CSLD projects under a single project framework to provide a coordinated, up-scaled and comprehensive package of capacity building support required by the government at the national and sub-national levels.

The National Institution Building Project will thus continue to focus on:

- (a) Building the organizational capacity of leading Government ministries or agencies at the national level and local authorities at the sub-national level; and
- (b) Strengthen the capacity of the Afghanistan Civil Service Institute (ACSI) and its centers at the national and sub-national level as well as the newly established General Directorate of Projects Design and Management (GDPDM) of IARCSC to efficiently manage the programmes and projects of IARCSC.

<p>Programme Period: 2010-2013</p> <p>Key Result Area (Strategic Plan): National Ownership, Capacity Development, South-South Cooperation, Democratic Governance</p> <p>Atlas Award ID: _____</p> <p>Start date: January 1, 2010                  End Date: December 31, 2013                  PAC Meeting Date: _____                  Management Arrangements: Direct Implementation</p>	<p><b>Budget: US\$ 115,019,355</b></p> <p>Total resources required: US\$ 115,019,355                  Total allocated resources: US\$ 4,000,000</p> <ul style="list-style-type: none"> <li>• Regular: US\$ 4,000,000</li> <li>• Other:                         <ul style="list-style-type: none"> <li>○ Donor _____</li> <li>○ Donor _____</li> <li>○ Donor _____</li> <li>○ Government _____</li> </ul> </li> </ul> <p>Unfunded budget: US\$ 111,019,355                  In-kind Contributions: _____</p>
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Agreed by IARCSC:  \_\_\_\_\_

Agreed by UNDP:  \_\_\_\_\_ 9.12.2009

## Executive Summary

The National Institution Building Project builds upon the proven and successful experience of the two UNDP projects, namely, Capacity for Afghan Public Services Project (CAP) and Civil Service Leadership Development (CSLD) Project. The National Institutional Building Project (NIBP) will bring the experiences of CAP and CSLD projects under a single project framework to provide a coordinated, up-scaled and comprehensive package of capacity building support required by the government at the national and sub-national levels.

The NIBP builds upon the pioneering work done by CAP project in introducing successful approaches and tools of capacity development which were piloted in 20 ministries and agencies, with an outreach to 647 officials (531 men and 116 women) of the Government of Afghanistan. The NIBP also takes advantage of the CSLD experience in building the capacity of the Afghanistan Civil Service Institute (ACSI), which resulted in developing the leadership and management capacities of senior government officials. This pilot initiative reached out to 44 senior government executives and over 240 government officials. Independent evaluations found the capacity building approach implemented through CAP and CSLD projects to be successful. The NIBP intends to support the Government of Afghanistan in taking the lead in consolidating and expanding the successful capacity building approach to make the difference in the performance of Government agencies.

The National Institution Building Project will thus continue to focus on:

- (a) Building the organizational capacity of leading Government ministries or agencies at the national level and local authorities at the sub-national level; and
- (b) Strengthen the capacity of the Afghanistan Civil Service Institute (ACSI) and its centers at the national and sub-national level as well as the newly established General Directorate of Projects Design and Management (GDPDM) of IARCSC to efficiently manage the programmes and projects of IARCSC.

Capacity building of leading Government ministries or agencies will be done based on demand and through prominent international advisors, primarily from the region. These advisors will support the leadership of the Government ministries or agencies to first prepare a comprehensive organizational capacity building strategy & plans and secondly implement the plans through mobilization of international and national resources. Based on the capacity building strategy and plan, the advisors will provide support through coaching and training which will result in practical capacity building of different organizational units of the ministries. Similarly, the project will promote twinning arrangements or partnerships of the Afghan government ministries or agencies with their counterpart ministries in other countries for transfer of specialized international or regional know-how through specialized short-term interactions and trainings.

Similarly, the project will partner with the Afghanistan Civil Service Institute and centers at the national and sub-national level to develop standard as well as flexible courses which meet priority capacity building needs of the Government. This will also be done through international advisors from the region and through twinning partnerships with similar and successful training institutes in other countries in the region.

The National Institution Building Project, as part of increasing outreach, will reach out to 100% of the 25 ministries and 50% of the 20 other government agencies. Priority will be given to ministries and agencies which have key responsibilities towards strengthening democratic governance and enhancing social and economic development. In doing so, the project is expected to reach out to 100% of all professional and executive levels, i.e. senior and middle management government officials (from the total of 165,000 government employees of which 5% are senior management and 25% are middle level management). Similarly, the project is expected to cover 100% of all civil service training institutes and centers and thereby reach out to all 34 provinces in Afghanistan. The cost will be USD 115 million and if considered by the coverage the NIBP proposes, the cost effective approach of NIBP is likely to produce high impact with low input cost.

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## Acronyms

ACSI	Afghanistan Civil Service Institute
ADF	Afghanistan Development Forum
ADR	Assessment of Development Results
AEP	Afghan Expatriate Programme
ANDS	Afghanistan National Development Strategy
CAP	Capacity for Afghan Public Service
CD	Capacity Development
CDA	Capacity Development Advisor
CIDA	Canadian International Development Agency
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CSLD	Civil Service Leadership Development
CSO	Civil Society Organisation
CTAP	Civilian Technical Assistance Plan
DIM	Direct Implementation Modality
ELP	Emergent Leadership Programme
GDPDM	General Directorate of Projects' Design and Management
GIRA	Government of Islamic Republic of Afghanistan
GOI	Government of India
IDLG	Independent Directorate for Local Governance
JCMB	Joint Coordination and Management Body
LEP	Lateral Entry Programme
MCP	Management Capacity Programme
MDG	Millennium Development Goal
MoEc	Ministry of Economy
MoF	Ministry of Finance
MOU	Memorandum of Understanding
NGO	Non-Governmental Organization
NIBP	National Institution Building Project
NIM	National Implementation (NIM)
IARCSC	Independent Administrative Reform and Civil Service Commission
PAR	Public Administration Reform
PMU	Programme Management Unit
PTC	Provincial Training Centre
RIMU	Reform Implementation and Management Unit
RRF	Results and Resources Framework
RTC	Regional Training Centre
SLCDP	Senior Leadership Competency Development Programme
SLP	Senior Leadership Programme
TA	Technical Assistance
TLP	Top Leadership Programme
TNA	Training Needs Assessment
ToT	Training of Trainers
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

## *PART 1: Project Definition*

### 1 Situation Analysis

#### 1.1 Background

Building robust government institutions for effective governance and a professional and responsive civil service with the overall aim of improving the service delivery to the Afghan people is one of the top priorities of the Government of Islamic Republic of Afghanistan (GIRA). In the Afghanistan National Development Strategy (ANDS), Capacity Development (CD) has been identified as a cross cutting issue and the improvement of public sector capacity in particular as the key challenge to development in Afghanistan. It has been recognised that unless adequate capacities are built, technical and financial support will remain underutilised to the detriment of the development process.

In Afghanistan, problems of capacity exist at all levels where capacity is needed and assessed. At the overarching systemic level of the enabling environment, the legal and policy framework needs to be put in place to guide and lead the implementation of measures for the development of effective organizations and improved performance. At the organizational level, some of the major problems include an incoherent government structure with overlapping functions across government ministries; outdated work processes, procedures and systems; patronage and nepotism in appointments; gender imbalances; and the absence of well defined mechanisms for carrying out common functions of government, namely policy and strategy formulation, project management, financial management, procurement and human resource management.

At the individual level, lack of human capacity in terms of availability, knowledge and competence, is a serious issue in government ministries/agencies responsible for service delivery at national and sub-national levels. The majority of civil servants have undergone little or no training during the course of their careers. Further, the concepts of incentive structures, professional development and career progression have been weak or non-existent. Consequently, there has been a basic lack of core competencies and specialist skills to develop policies, implement projects and deliver services. Finally, formalized work ethics and standards for work integrity within the civil service remain insufficient and this insufficiency is coupled with and further fuels poor discipline and motivation of many civil servants.

The United Nations Development Assistance Framework (UNDAF) underlines the need to develop the capacity of the Government at all levels, especially at the provincial and district levels, where the interaction between the people and the Government is most critical. The Country Programme Document (CPD) of the United Nations Development Programme (UNDP) also underlines this challenge. The Assessment of Development Results (ADR) carried out by the UNDP Evaluation Office, covering the Country Programme Action Plan (CPAP) period of 2002-2008 has pointed to the need for UNDP to provide more substantive and comprehensive programmes in the next phase of assistance based on the new direction adopted since 2005.

The United Nations Assistance Mission for Afghanistan (UNAMA) has, in partnership with the international community, identified CD as one of the priority areas for donor coordination and is playing a central role in coordinating CD activities together with the Independent Administrative Reform and Civil Service Commission (IARCSC) and the Inter-ministerial Commission on Capacity Development (ICCD) in the Ministry of Economy (MoEc).

The IARCSC has outlined its vision for public sector CD in terms of change management and operational CD. The IARCSC has, with the support of the international community, developed a National Capacity Development Plan for the Public Sector endorsed in the Afghanistan Development Forum (ADF) in 2007, a Strategic Plan for the Afghanistan Civil Service Institute (ACSI), and a civil service legal framework. Given the heavy mandate of the IARCSC on PAR management and coordination in general, and CD in particular, the weak capacity of IARCSC needs to be addressed.

## 1.2 Important UNDP CD initiatives in Afghanistan

UNDP defines capacity as “the ability of individuals, institutions and societies to perform functions, solve problems, and set the objectives in a sustainable manner”<sup>1</sup>. UNDP has been implementing several CD programmes and projects in Afghanistan. Two important UNDP projects, namely Capacity for Afghan Public Service (CAP) project and Civil Service Leadership Development (CSLD) project, under implementation in partnership with IARCSC are outlined below. In addition to these projects, the Afghanistan Sub-national Governance Programme (ASGP) of UNDP has undertaken extensive capacity development activities at the provincial, district and municipal level.

### 1.2.1 Capacity for Afghan Public Service (CAP) project

The CAP project (January 2007 to December 2009), is funded primarily by the Government of India (GOI) and the Canadian International Development Agency (CIDA). CAP focuses on long term CD, primarily through skills development in the five common functions of Policy and Strategy Formulation, Project Management, Financial Management, Procurement and Human Resources Management. In particular, the objective of CAP project has been to provide (a) Coaching services for Afghan Civil Servants to strengthen core functions of government, and (b) Advisory services to senior management in government to strengthen leadership and policy making skills. CAP project is a pioneer in introducing coaching as a CD tool in Afghanistan in a systematic and comprehensive manner and has been very successful in its use of this tool. The project also develops a national pool of capacity developers in the form of skilled national coaches. The project has also made contributions towards bringing about gender mainstreaming in the government.

The support provided by the project has been well received and appreciated by the various ministries/agencies of GIRA for which international and national coaches/advisors have been provided. The appreciation for the project comes from all levels of the government, from both the senior management, including Ministers / Deputy Ministers, and the functional levels of middle and lower management. The impact assessment exercises carried out by the project, based on feedback from government counterparts who have benefited from the project, indicated high levels of satisfaction with the project approach and achievements. Furthermore, the ADR supports the result of the assessment, highlighting that the coaching and advisory programme was “by far more effective than any other programme for capacity building to date” and that the IARCSC would like to see it expanded to the sub-national level “in a big way”.

There are various reasons for the success of the project and its wide acceptability amongst the government ministries/agencies. CAP project has used a CD model of immense relevance to the current Afghan context. It is being implemented by harmonizing the two tools of coaching and advising. By using this combination, all three levels of CD (enabling environment, organization and individual) are suitably catered to. Further, it enables the CAP coaches/advisors to address the CD needs of both senior management and the middle & lower management functionaries in the Government. The model of sourcing international advisors from regional governments under south-south cooperation has also contributed towards effective CD. The coaches/advisors, though international, share a lot of socio-cultural similarities with their government counterparts. This has played a significant role in relation building resulting in higher acceptance of the project. Further, these coaches/advisors are practitioners of their subjects. This gives them an advantage in problem solving based on prior experience in the area, which has played an important role in discharging the advisory function effectively.

The project is undergoing a transition in its approach to address the CD needs of benefiting ministries / agencies at institutional and organizational levels through provision of advisory services along with coaching for CD at individual level. An identified need is to conduct a comprehensive analysis of the organizational structure, functions and CD needs of the ministry / agency resulting in development and implementation of a CD plan for the ministry / agency.

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<sup>1</sup> UNDP Capacity Development Note, July 2006

### 1.2.2 Civil Service Leadership Development (CSLD) project

The CSLD project focuses on the development of the following five core competencies amongst senior civil servants: Leading change, Managing own performance, Cultivating effective working relationships, Achieving results and Shaping strategic thinking. The objectives of the project are: a) Development of training programmes and delivery to the target group; (b) Development of career development programmes and delivery to the target group; (c) Development of external development programmes and delivery to the target group; (d) Establishment and management of a Programme Management Unit (PMU) for development and implementation of the Civil Service Leadership Development Strategy; and (e) Development of operational capacity of the ACSI.

Training programmes constitute the project's core activity. Apart from the Training of Trainers (ToT) Programme for local trainers of the ACSI, the project has been offering the following four distinct but mutually reinforcing streams of training programmes:

- Top Leadership Programme (TLP) for high-level government executives and targeted senior officials, i.e. Deputy Ministers, General Directors and Provincial Governors.
- Senior Leadership Programme (SLP) for senior executives involved in decision-making and in managing complex operations.
- Emergent Leadership Programme (ELP) for civil servants, who hold middle management level managerial responsibilities in various line ministries and agencies.
- Senior Leadership Competency Development Programme (SLCDP) for senior civil servants in Grades 1 and 2 in line with the new Pay and Grading system.

Since its inception, various training programmes have been conducted successfully. Over 44 senior government executives and officials, including Deputy Ministers, General Directors, and Provincial Governors, benefited from the TLP. Seven rounds of SLP were successfully conducted in which over 200 participants from various central Ministries and Agencies participated. Eight rounds of ELP were conducted with over 240 participants. A major achievement of the project has been the design and delivery of the innovative competency based SLCDP to support the newly enacted Pay and Grading system of the civil service. 114 civil servants have successfully completed this course.

The project has supported ACSI and has taken action to implement several inter-related CD initiatives to bring the ACSI to a level where it will be able to cater efficiently to the training needs of the Afghan Civil Service in a sustainable manner. A comprehensive strategic plan of the ACSI, providing a road-map to coordinate all future developmental support for the institute, has been finalized.

### 1.3 Lessons Learnt

Several lessons can be drawn from the period over which CAP and CSLD have been implemented:

- A CD strategy must follow an integrated approach and address all levels where capacity is required, i.e. the level of the enabling environment or institutional capacity, the level of organizational capacity and the level of individual capacity. This must be suitably considered at the design stage of any CD programme.
- In order to be effective in Afghan context, the CD strategy must provide comprehensive support for institutional and organizational development and must have training, coaching and advising elements with proper linkages between these.
- The mix of coaching and advising is more effective and better accepted by the government counterparts as compared to the traditional TA modality.
- Regional cooperation for sourcing experts is a model that has worked well in Afghanistan. Practitioners make effective coaches and advisors.
- Even though CAP improvised its model to suitably use a combination of coaching and advising, a missing element has been formal classroom training. On the other hand, training is a necessary

but not a sufficient tool for CD. For classroom training programmes to be effective, they needed to be followed up with on the job coaching in the same areas. It is the trilogy of classroom training, on the job coaching and advising which would complete the CD process in Afghanistan and make it truly sustainable.

- There is a need to strengthen the ACSI and to make it an apex level training organization. In order to augment the training capacity, intensive efforts are required towards strengthening the capacity of ACSI, Regional Training Centres (RTCs) and Provincial Training Centres (PTCs).
- Training programmes must cater to all levels of civil servants, senior management as well as middle and lower functionaries. While CD of the senior civil servants is needed to take forward PAR initiatives in the ministries and agencies, equal thrust needs to be laid on the wider reach of the training programmes to cover all the civil servants in Grade 3 and below in the new Pay and Grading structure. Also, training needs should comprehensively cover all areas of management and core functions.
- Approved standards and course curriculum need to be established for each area of training or coaching. In the absence of such standards, training and coaching material would differ from coach to coach and consequently ministry to ministry. There is thus a pressing need at this stage to develop common standards for all the subjects on which training and coaching is provided.
- More effort is needed in the area of training of trainers.
- More emphasis needs to be put on incorporating gender considerations in CD projects along with allocating adequate resources for the same.
- CD is a long term process, more so in the Afghan context, which is continues to undergo conflict. Therefore, efforts should focus on long term results and not on quick results in isolated areas.

## 1.4 Recommendations for the future CD strategy in Afghanistan

### Conference on Public Sector CD assistance

Various CD programmes and projects have been undertaken in Afghanistan. With a view to evaluate the efforts and achievements to date, integrate existing projects and develop a comprehensive CD strategy for the public sector, the IARCSC and UNDP organized a joint conference on 1st and 2nd April 2009 on 'Public Sector CD Assistance in Afghanistan'. At the conclusion of the conference a session was held during which several working groups comprising of donors, government and representatives of UNDP and civil society deliberated on recommendations for strategies for the way forward on Public Sector CD in Afghanistan. The final consolidated and accepted recommendations are presented below:

#### ➤ **Recommendations on Strategic Coordination:**

- *Proper Needs Assessment:* The recipient agencies should ascertain their requirements based on their priorities of service delivery before initiating any CD project in their organizations.
- *Proper coordination by donor agencies among themselves and with the public sector:* The effectiveness of ICCD should be increased for improved coordination between donor agencies and various CD programmes. ICCD should facilitate formation of a pool of 'Best Practices' which can then be replicated by all CD programmes.

#### ➤ **Recommendations on Organizational structure and methodology:**

- *Standardization of Curricula, Systems and Procedures:* There is a need to harmonize interventions by creating similar organizational structures, staff capacity and system improvement. The curricula for all training programmes need to be standardized.
- *Coaching a successful tool for CD:* The coaching model of CAP has shown good results for government officials and has emerged as a sterling example of south-south

cooperation. It is highly effective and flexible, and allows for improved retention of learning and it provides ministry staff with constant guidance. However, there is scope for coaches to also provide advisory services to contribute to the development of institutional and organizational capacities.

- *Role of ACSI:* The ACSI will need to play a stronger role with a focus on preparing an adequate number of trainers, developing training standards and producing and distributing standardized learning resources. There is therefore a need to strengthen ACSI.
- **Recommendations on Measuring Results:** There is a need to develop mechanisms and indicators for measuring and collecting results and achievements of CD efforts at both the institutional, organizational and individual level.
- **Recommendations on Gender mainstreaming:** Given the potential of women to contribute to the nation's development gender mainstreaming must continue to be a priority. CAP has had some success in its gender mainstreaming efforts primarily because of its outreach and approach. Coaching and advising methods are therefore ideally suited for this task.

The above recommendations will serve as the roadmap for the future comprehensive CD strategy of UNDP for the public sector in Afghanistan and will be the basis for the activities carried out as part of the activities of the National Institution Building Project (NIBP).

#### Civilian Surge

Over the past years there has been an increasing focus on the necessity for a better balance between the military and political interventions in Afghanistan. The recent move of the US policy makers for focusing on a "civilian surge" under an integrated strategy to support GIRA has been welcome both by the GIRA and the international community. The key principles of the civilian surge are: (a) Afghan Ownership – Advisors must be seen as an extension of the government, not as an increased foreign presence and must work within Afghan structures and Afghan priorities; (b) Demand Driven – Advisors must be deployed at both the central and sub-national level in specific functional and technical areas in accordance with the needs of the recipient agencies; (c) CD – Advisors should focus on long term CD, while helping the recipient ministries and agencies to deliver specific outcomes in the short term; and (d) Effectiveness – Advisors must report to both GIRA and donors on the impact of their work on the lives of ordinary Afghans.

UNDP's comprehensive CD strategy for NIBP is in complete alignment with the proposed civilian surge and would therefore contribute towards its successful execution.

#### National Institution Building Project

The NIBP is designed as a comprehensive CD project for implementation over a period of four years (January 2010 to December 2013). The primary objectives of the project would be to enhance capacity within the ministries / agencies at all three levels of capacity, namely institutional, organizational and individual which would ultimately result into improved service delivery through a responsive, organized and efficient civil service. The visible results would be improved resource utilization, rationalized organization structures and efficient civil servants at both national and sub-national levels.

Salient features and results of NIBP include the following.

- The NIBP will undertake institutional and organizational development in select government entities at central level through provision of services of Capacity Development Advisors (CDAs) and through provision of advisory services under twinning arrangements with ministries / agencies of other regional governments. The choice of ministries shall dependent on an extensive demand assessment at the start of the project.
- Policy formulation needs and organizational restructuring requirements of partner government entities shall be addressed based upon their customized needs. The reforms undertaken shall be within the overall strategic framework of PAR. The reforms shall be inclusive of development

and implementation of appropriate systems and procedures leading to immediate performance improvement of the offices and increased budget utilization.

- Significant results of the intervention would be development of a CD plan followed by a policy portfolio and programmatic portfolio for the ministry/agency. In order to provide programmatic support to the ministry/agency, linkages will be established between NIBP and other UNDP projects.
- Specific needs in technical areas specific to respective ministries shall be addressed by advisory services under twinning arrangements. This will include provision for short term trainings of Afghan civil servants at the ministries / agencies of regional governments and its training institutions.
- The tools and methodologies used by the CDAs would be advising and coaching & mentoring.
- The focus area for staff capacity development through coaching and mentoring would be to strengthen core functions of government.
- A National Training Policy (NTP), as envisaged in ANDS, shall be developed and implemented.
- The NIBP will provide institutional and policy support to ACSI, the apex training institute for training of civil servants, for implementing required training programmes for civil servants at both national and sub-national levels.
- The subject areas for training will be widely covering the core requirements of Afghan civil servants and they would cater to all hierarchical levels in the government. This will include leadership and competency training programmes; other organization specific, job specific and generic training programmes as required for different levels; induction and foundation courses; need based programmes, fast track management programmes, and training of trainers. The training programmes shall be supplemented with coaching and mentoring for skill development.
- The NIBP will develop and prescribe common standards for training and coaching. Standards will be established by ACSI for various subject areas in which capacity is to be developed and also for methodologies to be used by various trainers / CDAs. Training programmes will be designed based on the pre-established standards and methodologies.
- At sub-national level, the NIBP shall undertake capacity development of civil servants through provision of training at Regional / Provincial Training Centres and provision of coaching services of international CDAs at regional centers and national CDAs at provincial locations.
- The NIBP will support strengthening of PAR Management and Coordination capacity at IARCSC. The Civil Service Management Department (CSMD) shall be strengthened for effective supervision and implementation of PAR.
- The NIBP will support strengthening of the newly established General Directorate of Projects' Design and Management (GDPDM) of IARCSC by providing staffing and infrastructure support for its institutional development and CD programmes for its staff to develop it as an effective department to manage developmental programs and projects of IARCSC in a sustainable manner.
- The NIBP will support the ICCD in MoEc to serve as a single reporting point for both government and donors on CD interventions in Afghanistan. ICCD Secretariat shall be made fully operational for providing efficient services and an MIS (Management Information System) shall be developed for ICCD for monitoring and assessment of all CD programmes in Afghanistan.

The comprehensive CD strategy proposed to be pursued by NIBP and elaborated in the next section therefore caters to all three levels at which capacity resides i.e. institutional, organizational and individual levels. Within the overall PAR strategy, the NIBP will strengthen ACSI to develop its capacity to deliver required organization specific, job specific and generic training in accordance with ANDS targets. Follow up coaching and mentoring for better retention of learning and skill development coupled with advisory services for organizational and institutional CD will build government institutions, capable of effective utilization of resources and improved service delivery.

## Project Approach / Strategy

### 1.5 Overview

An important element of the CD process is to cater to the CD needs of all levels. At the highest level is the enabling environment or the systemic level dealing with institutional capacities. Capacity at this level includes overall policies, rules and norms, values governing the mandates, priorities, modes of operation, and civic engagement within and across sectors. The next level of CD is that of the organization. Here capacity is to be assessed and developed in terms of the organizational structures, well defined functions, roles and responsibilities and internal procedures for carrying out the functions. The capacity of the various ministries and agencies of GIRA at both the institutional and organizational level is assessed to be weak and requires urgent intervention.

A third and most obvious and easy to understand level of CD is the individual. Here CD relates to the knowledge base for the relevant subject area, skill sets and the overall competencies possessed by the individuals working in an organization. In terms of CD, this is the smallest unit for which capacity can be assessed, measured and then developed.

Whereas for purposes of definition and measurement, the three CD levels are treated as distinct, in practice all three coexist and there is a simultaneous play of all three in any given situation. The CD approach and strategy under the NIBP will address all these levels in a clear and comprehensive manner, keeping in view that capacity and its development are immensely influenced by political, historical, and socio-cultural contexts.

### 1.6 Areas of Strategic Focus

#### (a) Inclusive Strategy

The inclusive CD strategy of NIBP would cater to all three levels at which capacity resides i.e. enabling environment, organization and individual levels respectively. An obvious corollary of this is that the NIBP will address the capacity needs of all levels of management in the Government; the senior management or leadership level, middle management and lower management functionaries. Further, the comprehensive CD initiative will make effective use of the various CD tools and techniques (training, coaching and advising), while ensuring that proper forward and backward linkages and coordination mechanisms are established.

#### (b) Coaching & Advising

The NIBP will institutionalize the mechanism of using an optimum combination of advising and coaching to bring about effective and comprehensive CD to address the needs of all levels. Training in specific subject areas for CD is helpful where reasonable entry level capacities already exist and the CD stage to be worked upon is strengthening of existing capacity. However, when entry level capacities are non-existent or extremely low, as is the case in Afghanistan, the focus has to be on basic acquisition of capacity. In such situations, the most effective CD tool is coaching and mentoring.

Coaching, unlike traditional classroom training is an "on-the-job" learning process that enables better retention of learning. Through coaching the ability and experience of the coachee can be systematically increased by giving him or her planned tasks, coupled with continuous appraisal, advice and counseling by the coach. However, low buy in from senior management in the government for "coaching only" has been a major challenge. The senior management faces myriad operational challenges on a daily basis and expects and needs support from a CD expert in solving day to day problems. Though coaching and advising are distinct CD tools, long term sustainable CD through coaching requires to be coupled with advisory services for short term problem solving. Further, advisory services augment coaching by providing subject matter expertise and facilitate indirect coaching of senior management, thereby resulting in CD at leadership level.

Coaching and advising would be provided by Capacity Development Advisors (CDAs) placed in different government entities. The format used for this component of NIBP will be similar to that of

the CAP project. Advising will play an important role and will cover various policy formulation needs and organizational restructuring requirements within overall PAR framework.

(c) Common Standards

A significant value addition to the existing system would be the use of the common standards for coaching. The standards for the subject areas will be the same as those used for the same subject areas for class room training. Clear linkages will be established between the class room training programmes and coaching sessions. CDAs will help in identification of civil servants for training in a particular subject area. On completion of the training, coaching will be used to further strengthen the knowledge gained during the training by means of on job application of the subject area.

Standards will be established, wherever required, for the various subject areas in which capacity is to be developed. The same standards then need to be used by the different CD practitioners, such as trainers in classical classroom training, CDAs in a coaching work environment with day to day on the job training or advisors advising on specific subject area. Standards would be put in place not only for subject material but also for methodologies to be used by trainers and CDAs.

(d) Skill Development

The NIBP will support ACSI to design and deliver training programmes based on the pre-established standards and methodologies. The subject areas for training will widely cover the core requirements of Afghan civil servants and will cater to all hierarchical levels in the government. ACSI would be the apex training institute and will be strengthened such that it meets both the national and sub-national civil servants' training needs and that it has the capacity to formulate training standards and programmes for the nation-wide CD efforts in line with PAR needs.

The CD Plan of IARCSC has identified five common functions namely policy & strategy formulation, project management, financial management, procurement and human resource management as the key areas of focus for CD. The selection of the specific delineation of common functions was based on their significant contribution to budget execution and service delivery. The IARCSC, with support from USAID, has initiated a training programme for these common functions which will develop standards and will train an estimated 15,000 civil servants. Coaching was provided on these common functions in CAP project. The NIBP will make the approach pervasive, systematic and comprehensive so that coaching in all the common functions under NIBP is synchronized with trainings conducted under other IARCSC programmes and is provided based on well defined and established standards.

(e) CD at Sub-national Level

The interventions of the NIBP for ACSI will be closely linked with efforts to strengthen the Regional and Provincial Training Centers, to ensure that standards and training programmes formulated at the national level are duly applied at the sub-national level and that assessments on the support provided at the sub-national level and its impacts are disseminated and used at the national level in adjusting and enhancing training programmes.

## 1.7 Integrated Approach to Capacity Development

CD efforts in Afghanistan require a distinct and multilayered approach to result into sustainable CD. The CD approach in Afghanistan has to be about "best fit" approaches, identifying approaches that work best given the particular circumstances, rather than looking for "right answers". The integrated approach of NIBP stresses the development of linkages between use of advisory services to help senior management to take lead in the policy, structural and operational reforms required in their respective organizations and focused classroom training synchronized with a coaching process to transfer the classroom learning in work situations. In addition to using all the CD tools to make it a comprehensive package, each tool would complement and work in coordination with the other.

(a) Institutional & Organizational Capacity Development

The advising function will play an important role and will address the CD needs at the institutional level. It will, among other things, cover various policy formulation needs and organizational

restructuring requirements. With the combination of coaching and advising, CDAs will cover the complete spectrum of CD needs at all levels. The CDAs will support and guide the preparation and implementation of comprehensive CD Plans of the ministry or agency where they work, in close partnership with and under full ownership of the government counterparts. Support will also be provided to existing organizational restructuring vehicles like the Reform Implementation and Management Unit (RIMU) in formulating the CD needs of the respective organization. The CDAs would support organization restructuring and civil services reform as pursued by the MCP, RIMU and the Pay and Grading reform in the respective ministries. Policy advisory services will be provided to the ministry or agency by the CDAs and linkages will be ensured with the Policy Analysis and Development (PAD) project of UNDP which supports placement of senior policy advisors in the requesting ministry.

Based upon the Training Needs Assessment (TNA) conducted by the respective CDAs in their ministries / agencies, the ministry / agency will nominate the civil servants to receive training in particular subject area. Once a civil servant receives training in the institute, the CDAs in the respective ministry will strengthen the learning received during training through a coaching process using the same standards as used during the training. The advisory role would integrate all the CD activities at the institutional level.

CDAs will address the overall CD requirements of the ministry or agency with a focus on CD in core functions. There would however be need in specialist technical areas unique to the ministry/agency. For this purpose, to supplement the efforts of CDAs for institutional and organizational CD in the ministries and agencies of GIRA, the project will promote twinning arrangements with ministries and agencies of regional governments.

The objectives of institutional development under NIBP are aimed at improved performance of the institution focussing on improved utilization of resources and better service delivery. Priority areas would be functions and services that are central to stabilise the government and increase its legitimacy in the eyes of the people e.g. functions that are critical for improving performance of the institution. The NIBP will concentrate resources on institutions/functions that are of critical importance for achieving strategic objectives of the Government while maintaining flexibility and remaining demand-driven. Such support shall be provided at both national and sub-national levels.

The project will follow a demand responsive participatory approach to project implementation. The selection of the participating ministries and agencies and the areas in which the project will provide support to these ministries and agencies will be based upon the demand that is generated after project promotional activities are undertaken. An outreach programme will be implemented to identify the need for coaching and advisory services. The project implementation process in a ministry or agency will commence with the identification of a need by the requesting ministry or agency and the placement of one or more qualified CDAs. The CDAs will have the skills to provide high-level policy advice, to carry out institutional / organisational development and to be effective coaches and mentors. Based upon the lessons learnt from CAP project, the NIBP will undertake an orientation programme for CDAs to familiarise them with coaching requirements in Afghanistan.

#### (b) Development of Standards

Any sincere attempt at developing the capacity of civil servants, which in turn has wide implications for organizational and institutional CD in the public sector, will remain half-hearted if common standards are not put in place for the facilitators and the users.

The term "standard or "technical standard" is generally taken to include:

- (i) Common and repeated use of rules, conditions, guidelines or characteristics for processes and methods, and related management systems and practices, and
- (ii) The definition of terms, classification of components, delineation of procedures, specification of performance and operations, measurement of quality and quantity in describing processes, systems, services, or practices.

The benefits of having common standards for CD are that:

- Standards help in reduction of design and development costs
- Standards reduce duplications of efforts by various agencies and CD facilitators
- Standards allow universal access to training materials to all needy organizations
- Standards improve quality of training and coaching
- Standards allow easy updating of training materials
- Standards bring efficiency in the system by bringing commonality in approach for line functionaries and in the CD of such functionaries.
- Location barriers within the country can't come in the way with uniform standards being available.

Absence of standard coaching/training material jeopardizes the whole CD exercise and creates invisible gaps in learning of all the participants in the process. The NIBP, therefore, seeks to address the issue of development of standards. A critical review of the training and development activities will be undertaken and the materials used for generic subjects like change management and leadership will be carried out. Their standardization with reference to the Afghan context will then be undertaken. The standards developed will be made mandatory with express governmental sanction and it will be incumbent on all stakeholders to conform to these.

#### (c) Strengthening of ACSI

Effective training and development for public sector CD in Afghanistan presupposes an apex level training institute, which promotes a participative learning culture among the civil servants in a holistic fashion integrating all aspects of training functions. In keeping with this integrated approach, the ACSI not only has to be an apex training institute in the country but also has to gradually emerge as a premier civil service training institute in the region by way of its superior programmes, excellent staff, and high quality physical infrastructure and facilities.

The project will broadly pursue the following so that ACSI is able to emerge as the apex training body in Afghanistan:

- The ACSI will build the capacity of Afghan civil servants by way of providing quality training in an efficient and transparent manner which would thereby improve operations of the government.
- The ACSI will support training centers at the sub-national level engaged in the training and development of Afghan civil servants to ensure their adherence to quality standards and training programme contents.

The project will further consolidate the achievements of the CSLD project in the last four years, and further deepen and integrate the work on developing the operational capacity of ACSI. The experiences gained in the support for ACSI would be used to design a prototype structure and system for RTCs and for PTCs to the extent feasible.

#### (d) Training & Development

The project will undertake several core activities to empower civil servants and to pursue continued development of human and institutional capacity for sustainable capacity enhancement at the central and sub-national levels.

The success of developing a strong institutional structure in ACSI will greatly depend on the factors like the nature of subjects covered in the various training programmes, the target training population and the quality of trainers and faculty. ACSI training programmes will go beyond core competencies and cross-cutting themes like gender issues, anti-corruption, code of ethics, conflict resolution and civil servants law. These programmes would be based on standardized curriculum and methodologies. The training programmes will address the wide gamut of working needs of both the senior, middle and lower level managers at the national and sub-national levels. Special care will be taken to address the requirements of the new Pay and Grading system.

Foundational training programmes for proper induction of all the new entrants into the civil service system will be designed and delivered by the ACSI. Here, institutional training will be coupled with field attachments at the national and sub-national level. To ensure effective coverage of the target training population in terms of quality, quantity and follow up after class room learning, e-learning and distance learning modules will be launched in different areas.

Intensive efforts will be made to develop a national pool of trainers (through a training of trainers modules) at the ACSI, RTCs and PTCs. Institutional twinning of the ACSI with PAR and training institutions in the region will be ensured to establish cross-learning and long-term support for institutional development in Afghanistan.

The ANDS has a specific and clear target related to training that includes four main components:

- It specifies the need for developing a National Training policy, which is a required framework for coordinating and streamlining the implementation of required training programmes for civil servants.
- It stipulates the need to put in place required institutional arrangement to ensure that required training programmes are delivered to civil servants in a coordinated and integrated manner.
- It puts as a requirement that each member of the workforce receives training at least once in two years.
- It specifies that the required training programmes must be organization specific, job specific and generic.

In order to meet the target by the specified timeline of ANDS, it will be necessary to create a mechanism for strong coordination and integration in line with the strategic vision of ANDS and the implementation strategy of PAR. The realisation of a better performing civil service for Afghanistan partly depends on the effective implementation of reform initiatives in a coherent and consistent manner. This requires a competent and well functioning PAR management and coordination capacity at IARCSC.

(e) Strengthening PAR management and Coordination at IARCSC

The main thrust of PAR is to develop the capacity of the civil service to implement the mandate and manage the functions of the state and, in particular, provide essential services to citizens of the country. Reforms have to be undertaken within the context of the government's overall agenda and priorities. One of the pre-requisite for a successful PAR in any given environment is to create a vision, structure, process and plan to reflect the country's unique situation and requirements. The main steps and phases envisaged and the way the government and various stakeholder groups will be involved need to be articulated. Putting an effective PAR management mechanism in place is important to lead and guide the process in a transparent and coordinated manner.

The PAR process is well integrated with the ANDS. However, the arrangements that were put in place in IARCSC to manage and coordinate the reform process need further improvement. In order to take forward the PAR process, IARCSC will be supported in strengthening their reform management and coordination capacity to guide the reform process. This would be achieved by supporting the CSMD in IARCSC. Activities will also be implemented to strengthen policy level coordination and the management capacity of IARCSC. Further, development and implementation of systems to measure of public sector CD results will be put in place. This will be achieved by strengthening the M&E unit in IARCSC and ACSI and by development and implementation of tools and instruments for public sector CD. The institutional development of ACSI will enable the reform implementation process to deliver responsive training programmes in the context of PAR.

(f) Strengthening General Directorate of Projects' Design and Management (GDPDM) of IARCSC

The IARCSC has recently established the General Directorate of Projects' Design and Management (GDPDM) to effectively manage the implementation of its developmental programmes and projects in a sustainable manner.

IARCSC has many responsibilities including that of recruitment, appeals, policy formulation, pay & grading, civil service law implementation and many of its developmental programs are being implemented by more than one Directorate. In order to optimize the use of available resources in a coordinated clear demarcation of the roles and functions of the IARCSC and establishment of a single Directorate for design and implementation of its developmental programmes was considered as a necessary first step. Accordingly the Capacity Development Secretariat (CDS) of IARCSC was assigned the responsibility of taking lead in establishing a General Directorate for the purpose. Consequent upon establishment of GDPDM, the CDS functions are subsumed in GDPDM. The GDPDM will help in effective designing and implementation of policies and programmes in accordance with PAR strategies and objectives on one hand, and better coordination with all ministries and agencies for integration and optimization of similar IARCSC's projects on the other hand. This will facilitate pooling of resources, talent, knowledge and experience which can be shared between the projects and ensure better coordination of technical assistance within IARCSC. It will also serve as a single focal point for donor coordination.

The GDPDM shall be the implementing partner for NIBP and the NIBP will support its capacity development in terms of provision of staff and infrastructure support for its institutional development as well as undertaking capacity development programmes for its staff.

**(g) Strategic Coordination – Support to ICCD**

Following the recommendations of the ADF of April 2007, the GIRA established ICCD to serve as a single reporting point for both the Government and the donors on CD. ICCD is to work out detailed goals for CD that will serve cross-sectoral purposes. Under the chairmanship of the MoEc, the ICCD is the Government's body to oversee and coordinate CD activities across Afghanistan. The ICCD is to be supported by a technical group and a secretariat to achieve these goals.

The ICCD's core functions are to coordinate the process of assessing and identifying areas that need CD within the country and coordinate CD activities amongst the Government, donors and the private sector so that their CD development needs are best met. Specifically, the ICCD is tasked with:

- Providing oversight and effective leadership for all activities related to CD;
- Ensuring that proper assessments are undertaken of the demand for CD in the public and private sectors at the national and sub-national levels to ensure that CD activities match demand;
- Coordinating CD programmes and initiatives to avoid duplications and overlaps and increasing effectiveness;
- Monitoring the performance of CD programmes and initiatives and suggesting remedial steps and adjustments to ensure effective implementation of programmes and initiatives; and
- Reporting on regular basis about the status and progress of CD programmes and initiatives and its impact on economic and social growth.

UNDP has been a proactive partner of the GIRA in supporting the ANDS in all the pillars of Security, Governance and Economic Growth and Poverty Reduction. CD is one of the six cross-cutting issues, which has been integrated by the Government in the ANDS. As ICCD is vested with the institutional responsibility to coordinate all CD activities, the NIBP, which is directly dealing with the public sector CD, will provide assistance to ICCD to establish and staff a secretariat and extend administrative and technical support to it once established.

## 1.8 Gender Mainstreaming

Gender equity is a cross cutting subject and its importance has been recognized by both UNDP and GIRA. Goal 3 of the Millennium Development Goals (MDG) is devoted to promotion of Gender

Equality and Empowerment of women. Several articles of the constitution of Afghanistan promote gender equality<sup>2</sup>. ANDS recognizes Gender Equity as an important cross cutting issue.

The CAP project has put in place a Gender Mainstreaming Strategy, which is proposed to be enhanced and implemented as part of the NIBP.

The Gender Mainstreaming Strategy of NIBP would have twin objectives –

- To bring about empowerment of female civil servants; and
- To facilitate gender mainstreaming in ministries and agencies.

These objectives address CD with reference to gender equity at all three levels, i.e. enabling environment, organization and individual. On the one hand, direct coaching of female civil servants will cater to individual CD needs. On the other hand, the advising function can play a significant role in bringing about gender mainstreaming in government ministries and agencies. This can be achieved by helping in making the policies and procedures of the ministries and agencies, where CDAs are placed, gender sensitive and gender responsive. Help and advise can also be provided in preparing gender specific policies and documents, such as Gender Action Plans, for the respective ministry or agency.

A special gender focus needs to be in place in the training programmes conducted as part of the comprehensive CD programme. This can be achieved in many ways. The first and most common is reserving slots for women in each training programme. Secondly, there can be specific programmes designed especially for female civil servants at different levels of hierarchy (senior management as well as middle and lower management). There is a need to provide wider exposure to female civil servants by means of training programmes and trips within and outside the country. Long term tie ups can be made with different country programmes providing scholarships to Afghan nationals, wherein slots can be reserved for female civil servants.

In addition to the direct CD activities, a gender segregated database needs to be developed and maintained in the ministries/agencies. This would help directly in CD activities by keeping record of the female civil servants, whose capacities are being developed through the comprehensive CD programme. Indirectly, it can reflect the overall status of gender equity in the ministries and agencies. For example, gender data regarding the number of female civil servants in different pay grades would be a good indicator of the representation of women in leadership roles.

The NIBP, where CDAs are placed in ministries' premises will be very well positioned to contribute towards bringing forth gender equity and gender mainstreaming in the government ministries and agencies. The outreach<sup>3</sup> with the combination of one to one coaching and advising would be the contributing factors. Finally, any gender related work done by the project will be carried out in parallel with the building of synergies with existing gender bodies.

## 1.9 Synergies with other CD programmes

In the recent past, IARCSC has implemented Afghan Expatriate Programme (AEP) and Lateral Entry Programme (LEP) to help key ministries and agencies with institutional reforms, human resource development and management of priority development programmes. IARCSC has now initiated a Management Capacity Programme (MCP) to augment the critical management capacity of the government ministries and agencies by utilizing services of national and expatriate Afghans. Many ministries are currently using the services of MCP experts. There would be a need to build synergies between the MCP and the NIBP so that the MCP experts and CDAs in ministries and agencies supplement each other's work on CD. Further, CDAs can also help the ministries in formulating MCP proposals for their respective ministries.

<sup>2</sup> Article 22- Gender Equality; Article 44- Right to Education; Article 53- Assistance to needy women without caretakers; Article 54- Well Being of Women & Children; Articles 83 &84- Provision for Affirmative Action for women in Legislatures;

<sup>3</sup> CAP project already enjoys this advantageous positioning and the benefit of the twin model.

Systems will be put in place for partnerships and synergies with other programmes and projects of IARCSC and UNDP at the implementation level, in particular with ASGP. Coordination mechanisms will be intensified to make sure that lessons, assessments and experience from the field feed into national policies, tools and curriculum. Synergies with CD programmes and services, supported by other donors, will be developed in the specific areas and in general for development of standard coaching and training material, coaching and training systems methodology, apex and coordinating training centre for CD services, management information systems and dissemination of CD related data.

In particular, coordination mechanisms established by IARCSC shall be effectively utilized by the NIBP to build synergies with World Bank funded Civil Service Reform Project (CSR) and USAID funded Capacity Development Programme (CDP). The CSR supports the IARCSC in undertaking reforms and implementation of PAR objectives in select ministries. The Civil Service Management Department (CSMD) of IARCSC, which will receive support under NIBP, shall ensure proper coordination with CSR so that there is no duplication and NIBP engages itself in areas in which result based support is not available from CSR. Further, the CDP of USAID has initiated action to support the ACSI in general and training in common functions in particular. The ACSI will coordinate with all such donor funded projects to eliminate any duplication of efforts at ACSI and will ensure that NIBP's support is complementary to the support it will receive from other donor funded projects. At the apex level, the GDPDM under its mandate of managing aid coordination and donor relation for IARCSC, shall assume the responsibility of proper coordination will all projects and programmes of IARCSC.

## 1.10 Project Outputs

The overall development objective of the NIBP is "to strengthen national institutional capacity and to create a efficient and capable public sector workforce through the development of institutions and civil service at the national and sub-national levels, the establishment of accountability mechanisms and effective utilization of resources for better service delivery".

Accordingly, the immediate objectives of the project are two-fold as stated below:

**Immediate Objective 1 – Development and implementation of policies and strategies for institutional strengthening and organizational reforms in select government entities.**

**Immediate Objective 2 – Putting in place policies and working mechanisms for implementing required training programmes for civil service in line with the ANDS monitoring framework and PAR strategies.**

In order to realize these objectives of the comprehensive project on CD in Afghanistan, project resources will be applied towards achievement of the following three outputs within two components:

**Component\_1: Activities in select government entities**

**Output\_1: Institutional and Organizational capacity of select government entities strengthened by policy and strategy development and systems improvement through coaching and advisory services to improve service delivery and to support Public Administration Reform (PAR) objectives.**

**Output\_2: Institutional and Organizational capacity development of select government entities through coaching and advisory services in alignment with Civilian Technical Assistance Plan (CTAP).**

**Component\_2: Activities in IARCSC**

**Output\_3: PAR management and coordination capacity of IARCSC strengthened and institutional and policy support for implementing required training programmes for civil servants established.**

### 1.10.1 Output\_1 – Strengthening Institutional and Organisational Capacity

The activities of output 1 will include the provision of services of the CDAs, provision of advisory services under twinning arrangements with ministries and agencies of other regional governments, gender mainstreaming and support to ICCD in MoEc.

*Activity 1.1: Provision of services of CDAs in select government entities to provide coaching and advisory services for institutional strengthening, organizational reforms and skills development.*

The project would address CD needs through placement of CDAs, who would support the administrative and organizational reform process in select government entities under the overall PAR strategy. As a first task, the CDAs will undertake comprehensive analysis of organizational structures, functions and CD needs of the ministry or agency to which they are assigned. The needs analysis has to be done at the individual, organizational and institutional level in collaboration with and under the guidance of the respective ministry or agency. The entry point under the integrated approach for the CDA will be organizational level. The CDA will study the major policy documents, consultants' reports, reform and restructuring proposals, strategy of the ministry or agency and ANDS strategy for the sectors. The CDA will undertake a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis to understand major challenges and opportunities in the organization. The CDA will undertake wider consultation with the leadership and the senior management to get their views on the CD needs of the organization. Finally, the CDA will, after wider consultation with senior management, prepare a CD plan for the ministry or agency. This will be followed by preparation of a policy portfolio and programmatic portfolio for the ministry / agency. In order to provide programmatic support to the ministry/agency, linkages will be established between NIBP and other UNDP projects.

The CDA will identify the areas of major policy reform needs and will provide policy support to the senior management in the development and implementation of the policies and programmatic portfolio of the ministry. The CD plan will be a dynamic document as priorities and challenges of the ministry or agency are likely to change over time.

The institutional and organisational reforms shall be undertaken under overall PAR strategy. Various policy formulation needs and organizational restructuring requirements will be linked with on-going PAR restructuring and reform efforts and will account for the lessons learnt from earlier PAR efforts. The establishment of RIMUs by IARCSC under other programmes shall be supported including establishment of a model RIMU. In Ministries / Agencies where RIMUS are not currently planned, the NIBP international and national CDAs shall constitute RIMU and undertake PAR activities. The support under NIBP will supplement and complement inputs available to the institution, if any, from other projects to accelerate the reform process. Based on the organizational CD needs, the needs at the individual level will be finalized.

The CDA will liaise with the senior management and department heads to strengthen institutional and organizational CD activities. For advising work the respective ministries and agencies will identify a nodal person at the senior management level to coordinate the activities within ministry or agency.

As part of the activity, standard manuals and guidelines will be prepared for CD policy and assessment methodologies, performance assessments, monitoring and evaluation guidelines, etc, through the support of the NIBP. The project will put in place a system of performance assessment of CDAs and project activities in the ministry or agency to continuously monitor efficiency and effectiveness of project services.

A very important element of capacity development in the public sector in Afghanistan is management of change. Organizations exist within a dynamic environment that is subject to change due to the impact of various change "triggers". The importance of this point can not be emphasized enough in the context of the public sector in a country like Afghanistan which is

currently undergoing a reconstruction and development exercise after years of conflict. To continue to operate effectively within this environmental turbulence, the ministries/agencies must be able to change themselves in response to internally and externally initiated change.

The CDAs would be expected to play a key role here as a facilitator of change and change management. Some fundamental change management principles that would need to be followed are:

- 1) At all times, involve and agree support from people within the system. Here system includes environment, processes, culture, relationships, behaviours, etc., whether personal or organizational. Communicate, involve, enable and facilitate involvement from people, as early and openly and as fully as is possible.
- 2) Understand where the organization is at the moment.
- 3) Understand where the organization needs/wants to be, when, why, and what the measures will be for having got there.

CDAs will plan development towards the above in appropriate achievable measurable stages.

Organizational change management under NIBP will include processes and tools for managing the people side of the change at an organizational level. These tools will include a structured approach that can be used to effectively transition groups or organizations through change. When combined with an understanding of individual change management, these tools will provide a framework for managing the people side of change. Organizational change management processes will include techniques for creating a change management strategy (readiness assessments), engaging senior management as change leaders (sponsorship), building awareness of the need for change (communications), developing skills and knowledge to support the change (education and training), helping the civil servants move through the transition (coaching by CDAs), and methods to sustain the change (measurement systems, rewards and reinforcement). Most of these techniques are being used in the existing CD projects. However, these initiatives will be made systematic and standardized in NIBP.

CDA's responsibility would also be to detect trends in the macro environment as well as in the micro environment so as to be able to identify changes and initiate programs. It is also important to estimate what impact a change will likely have on employee behavior patterns, work processes, technological requirements, and motivation. CDAs would assess what will be the reactions of the civil servants at various levels and craft a change program that will provide support as they go through the process of accepting change. The program will then be implemented, disseminated throughout the ministry/agency, monitored for effectiveness, and adjusted where necessary.

It is understood that the knowledge and experience required to provide substantive policy advice, conduct organisational reviews, understand and assess CD needs, etc is dissimilar from transferring skills and coaching counterparts in a particular function. The NIBP will therefore use the CDAs as a pool of resources. While one or more CDA will be placed in a government entity, the CDAs under the project will be used as a pool to provide policy advice and conduct organisational reviews. For example, CDAs having expertise in human resource development issues and conducting needs assessments will be used as a pool to assist all beneficiary entities under the project. It is acknowledged that different kind of expertise will be required at various levels and appropriate mechanisms will be put in place to use the pool of CDAs to supply the range of expertise.

The CDAs shall be recruited under the modalities of south-south cooperation that was followed in CAP project as well as from other pool of international experts. To a large extent, the south-south cooperation modality to source practitioner civil servants and regional advisors, who are culturally more appropriate, shall be pursued. However, the sourcing of CDAs shall be diversified such that the requirement of the project for a well qualified pool of institutional development specialists, technical advisors and coaches are met. Prioritization of

ministries / agencies and selection of CDAs / experts shall be in accordance with the priorities of PAR implementation.

A provision is made for placement of 30 international and 60 national CDAs in ministries / agencies of GIRA at central level. Advising would cover various policy formulation needs and organizational restructuring requirements in respective government entities based on their customized needs and in close partnership with the relevant ministries. The reforms, including development and implementation of appropriate systems and procedures, that would be carried out in these government entities will be supplemented by staff capacity development through coaching and training to ensure enhanced performance for improved service delivery.

At sub-national level, the NIBP shall undertake capacity development of civil servants through provision of services of 15 international CDAs at regional offices of the Provincial Affairs Directorate of IARCSC and 60 nationals at provincial locations. While inclusion of provinces for project services will happen during project implementation, the target would be to extend coverage to all provinces. The focus area for staff capacity development would be change management, office management and general administration to cater to immediate performance improvement of the offices and increased resource utilization. At the sub-national level, the focus of the work of CDAs shall be coaching for skill development to enable better implementation of projects and programmes.

The NIBP will support IARCSC in design and implementation of a strategy for training and retention of nationals recruited under the project to work with International CDAs such that the NIBP approach becomes a permanent instrument of IARCSC for CD in Afghanistan and National CDAs replace Internationals in the long run.

*Activity 1.2: Provision of advisory services for specialized capacity development under twinning arrangements with ministries / agencies of other regional governments for institutional and organizational CD of ministries / agencies of GIRA.*

The efforts of CDAs in the ministries or agencies of GIRA for institutional and organizational CD will be supplemented with advisory services under twinning arrangements with ministries and agencies of regional governments, such as India and other regional countries culturally appropriate for such twinning arrangement. The project will establish contact with such counterpart ministries or agencies of regional governments through appropriate channels and open dialogue for CD support under a twinning arrangement. A MoU will be established between the UNDP, the ministry or agency of GIRA, and the counterpart ministry or agency of a regional government to provide advisory services for institutional and organizational CD. This will include study and exposure visits of civil servants of the ministry or agency of GIRA to the ministry or agency of the regional government, as well as short term international training of Afghan civil servants. This could include deputing Afghan civil servants for practical trainings at the ministries / agencies of regional governments as well as at their training institutes.

The ministries or agencies of the regional government will provide support for policy and strategy development and systems improvements in accordance with identified needs of the ministry or agency of GIRA. Under the MoU, the project will support visits of experts from regional governments for assessments, CD, policy development and other advisory services including services of technical experts for specific identified needs. Such handholding and support is aimed to bring about change management and operational efficiency for improved service delivery.

Over a period of four years of project implementation, a provision is made for securing services of 120 experts / advisors for an input of an average of 3 months each. The range of activities primarily would be technical areas that the CDAs located in respective ministries / agencies would identify but would not be in a position to support themselves.

*Activity 1.3: Development and implementation of a gender mainstreaming strategy to bring about empowerment of women civil servants.*

The implementation of the Gender Mainstreaming Strategy for the NIBP will be in alignment to that already in place for the CAP project, with enhancements and adjustments where necessary. The project will review the strategy of IARCSC and the CAP project to develop a gender mainstreaming strategy for the NIBP, the implementation of which will aim at enhancing organizational gender sensitivity. Activities will also be undertaken to empower female civil servants. The strategy of the project shall be specific in terms of provision of CD opportunities for women so that the benchmark of IARCSC for 1/3 rd representation is achieved.

Coaching will be the tool for bringing about empowerment of female civil servants and advising will be the medium to facilitate gender mainstreaming in the government ministries and agencies. There will be clear linkages and coordination with the different units within the ministry and with the external gender units. Dedicated resources will be allocated for gender activities of the project.

*Activity 1.4: Support to the Inter-ministerial Commission for Capacity Development (ICCD) in Ministry of Economy (MoEc) to serve as a government body to oversight, coordinate, advocate, monitor, and report to both government and donors on CD interventions in Afghanistan.*

The ICCD has been set up at the Ministry of Economy as a central body to increase the level of coordination between the donor agencies and the Government in the area of CD. The NIBP will aim to increase the effectiveness of the ICCD to the fullest extent possible. In order to fulfill its duties, the ICCD will:

- receive quarterly reports from ministries and government agencies on the status and progress of CD programmes;
- receive and review comments and recommendations from the CD technical secretariat on existing programmes;
- Be entitled to request formal reports and evaluations from independent bodies on projects that are not fulfilling their performance targets; and
- Prepare and distribute to ICCD members, rolling annual work plans with clear targets and priorities to ensure that activities of ICCD are conducted in a timely and efficient manner and to bring maximum support and minimum disruption to existing CD initiatives.

The NIBP will support the establishment and maintenance of an ICCD Secretariat, including staffing, equipment and operation cost. The Secretariat will have as its role to organize meetings of the ICCD, take minutes of the meetings, distribute papers and documents to ICCD members and others attending the meetings and collate and store relevant information and data. As the Secretariat will be small in size, the project will render staffing support to it accordingly by providing the following manpower:

- One International Advisor on CD and Coordination
- Three national staff, who will handle administrative and secretarial work and extend administrative support to the overall management arrangements of the ICCD

The project will provide technical assistance and operational support to the ICCD and for the development of an MIS system to monitor and assess all CD programmes in Afghanistan. All ministries and donor agencies need to fully cooperate with the ICCD and inform it of all their activities. This will enable ICCD to form a pool of 'Best Practices' which can then be replicated by other programmes. Synergies between different CD programmes will be encouraged and unnecessary duplication avoided. Once a particular programme is initiated, information about it should be properly disseminated. To further this objective of information dissemination, the project will support development of a website for ICCD.

The project will also support ICCD for establishment of a CD Working Group with technical assistance in priority areas of governance, public sector, private sector, coordination on higher

education, technical education and vocation education. This will include conducting studies on current status of CD interventions and needs identification in these priority areas.

UNDP shall execute a separate Letter of Agreement with Ministry of Economy for implementation of this component.

### 1.10.2 Output\_2 – Strengthening Institutional and Organisational Capacity

The activities of output 2 shall be similar to Activity 1.1 but will include the provision of services of the CDAs in select government entities in alignment with Civilian Technical Assistance Plan (CTAP) of the Ministry of Finance (MoF).

*Activity 2.1: Provision of services of CDAs in select government entities in alignment with CTAP to provide coaching and advisory services for institutional strengthening, organizational reforms and skills development.*

Based upon the key principles of “civilian surge” namely Afghan ownership, demand driven capacity development, and effectiveness, the MoF has prepared a CTAP. The NIBP being in complete alignment with the principles of CTAP has been identified as a vehicle for placement of CTAP advisors. The possibility of both CTAP and NIBP being operational from a joint secretariat has been discussed with MoF. While some donors will support CTAP through MoF, some other donors have shown interest to support CTAP positions through NIBP. The NIBP builds upon the successful implementation of CAP approach of placing Coaches / Advisors in ministries / agencies of GIRA for CD of Afghan civil servants and the advantages of assigning CTAP positions to NIBP are more than evident.

The Advisors, placed under NIBP against CTAP positions assigned to NIBP, shall follow the approach elaborated in Activity 1.1 within the framework of their Terms of Reference (ToR).

While the results under this output 2 shall be similar to activity 1.1 of output 1, this separate output will provide an exclusive window for absolute coordination and alignment with CTAP.

### 1.10.3 Output\_3 – Strengthening IARCSC and Training & Development at ACSI

The overall aim of output 3 is to implement a series of sequenced and integrated activities that are aimed at strengthening the PAR management and coordination structure of the IARCSC, and to lay a solid foundation for implementing the required training and CD initiatives for civil servants in accordance with the monitoring targets of ANDS. The activities of output 2 will include strengthening institutional capacity of IARCSC for improved PAR management and coordination, developing a National Training Policy and supporting ACSI and regional and provincial training centres in fulfilling their mandate.

*Activity 3.1: Strengthening institutional capacity of IARCSC for improved PAR Management and Coordination.*

The government has a vision that by the year 2014, the civil service should be (a) small and focused, (b) more diverse and decentralized with structures designed around the tasks to be performed, (c) driven by an accountable and results-based ethos, (d) significantly better skilled; and (e) more representative of Afghan society in terms of gender and ethnicity. PAR is a capacity development process which allows the civil service organizations to deliver services more effectively. The major pillars of government’s PAR programme are:

- (a) Organizational restructuring which facilitates the implementation of strategies and service delivery;
- (b) Design and implementation of fundamental management and administrative work procedures;
- (c) Monitoring and evaluation of the efficiency of the administrative systems;

- (d) Pay and Grading Reform for the Civil Servants; and
- (e) Supporting organizations in setting up human resource procedures.

In order to manage and guide the PAR in an effective manner, IARCSC should be at least one step ahead of other government agencies. It has to develop an ongoing programme to gain support for reforms, prepare staff for change and effect fundamental changes in its own organizational culture. A team of national and international professionals will support IARCSC to map out the way forward for managing the PAR process with very high standard of efficiency and quality. The organizational capacity of IARCSC will be strengthened and a robust management and coordination system for monitoring the developments will be implemented.

Mechanisms and indicators for measuring results and achievements of CD efforts need to be developed. This will foster greater learning and help pinpoint weaknesses and areas for improvement. It will also contribute to greater accountability of the individuals and organizations involved. The M&E unit of IARCSC will be strengthened to have the required human resources and systems and tools to assess CD needs and achievement. For this purpose, the M&E capacities will also be developed within the line ministries as well as in the regional offices of IARCSC, including ACSI and RTCs, through the support of the NIBP. In order to ensure proper measurement of results, indicators will be developed to assess skills transfer at the individual, organisational and institutional level.

The broad areas of interventions to bring about the desired results under this sub-activity will include:

- Review of the existing PAR management and coordination structure at IARCSC and implementation of a suitable revised structure, including staffing and reporting lines
- Development and implementation of systems to measure public sector CD results
- Development and implementation of an effective PAR implementation and communication strategy including support to communication unit of IARCSC.

In addition to the M&E unit of the Administrative Reform Secretariat (ARS) of IARCSC, the project will support the operations of its communication unit. The support will include provision for national staff at both central level as well as the seven regional offices. The activities of the communication unit shall be strengthened and supported in terms of publication of booklets, brochures and publicity material.

This activity will also support the CD of the implementing partner namely the General Directorate of Projects' Design and Implementation (GDPDM) of the IARCSC. This will include development of manuals, systems and procedures, conducting on-the-job training for skill development of its staff, organizing exposure visits and study visits, sponsoring need based overseas training and providing equipment support for its institutional development.

#### *Activity 3.2: Development of a National Training Policy.*

One of the main instruments of CD is the implementation of well designed and need based training programmes for the target groups. The ANDS has stipulated the need for developing a National Training Policy (NTP) and putting in place institutional arrangements for the delivery of required training programmes to civil servants. The target further specifies that, by 2013, that each member of the workforce needs to be trained at least once in two years in organization specific and job specific training along with the generic training programmes. It is therefore important to implement a series of sequenced and integrated activities that would ultimately lead to capacities for fulfillment of the ANDS target. In this regard, the need for development of a NTP and building capacities of the national training institute (ACSI) and regional and provincial training centers is of paramount importance.

A NTP among other things should:

- (a) Clarify roles and responsibilities of different actors including accreditation of private training providers
- (b) Provide the framework under which training programmes will be conducted, including quality assurance mechanisms
- (c) Provide the basis for instituting required training programmes for different grades and functional areas in the civil service
- (d) Provide the framework for professional development paths of civil servants

The sub-activities to be implemented under this activity will include:

- Development and approval of a NTP
- Creation of a responsive structure at IARCSC to manage and coordinate the development and implementation of a NTP
- Implementation of the NTP at the central and regional institutions in alignment with the PAR and in close partnership with other projects operational at the sub-national level of implementation

The development and implementation of a NTP will address important issues such as standard delivery modality, curriculum, accreditation, etc, which will improve the quality and cohesiveness of current and future CD interventions.

### Activity 3.3: *Deepening the support for the operational CD of ACSI*

Although a training policy is an important tool to provide the framework under which training programmes are provided to the public sector, it is important to put in place a responsive institutional arrangement for delivering required training programmes to civil servants on a sustainable basis and in accordance with the needs of the PAR and the targets set by ANDS.

The capacity of the existing public and private training providers to deliver required training programmes in accordance with the requirements of PAR and the ANDS is limited. The ANDS requires that institutional arrangements are put in place to ensure that each member of the workforce gets trained at least once in two years in organization specific and job specific training along with the generic training. ACSI, which is to be the apex level national training provider for the public sector and which has made significant progress in last few years, continues to be able to cater to limited demand only. The regional and provincial training centers are still in an early stage of establishment and require further support.

The demand for training, even to meet the minimum required by the ANDS target is very high and the existing training facilities can currently only satisfy about 5% of the requirements. Concerted efforts need to be made to enhance the capacity of central, regional and provincial training centres and increase the training delivery capacity progressively to meet the targets envisaged in ANDS.

The estimated number of civil servants inclusive of national and sub-national levels is 150,000. If each civil servant is to receive at least one training programme of one week duration in a year, this translates into creating capacity for delivering at least one week training programme for 75,000 civil servants at all levels in a year. Based upon this assumption, the project aims to enhance the training delivery capacity in the country progressively over the life of the project (current 5% to 15% by year 1, to 50% by year 2, to 80% by year 3 and full capacity by year 4) such that by 2013 the training institutes have the capacity to meet the ANDS target. During the project period, the NIBP will target to conduct training programmes for civil servants equivalent to of 112,500 trainee weeks (3,750 in year 1; 11,250 in year 2; 37,500 in year 3 and 60,000 in year 4).

The project will provide focused support to ACSI to deepen the implementation of sequenced activities to bring the institute to the desired level in accordance with its strategic mission and vision. The following are the broad intervention areas under this sub-activity:

- Further refinement and implementation of the ACSI Strategic Plan
- Institutional and organizational CD of ACSI, including staffing, systems and procedures
- Strengthening of the training management and delivery function of ACSI
- Improving trainer capacity development by providing focused ToT and subject matter exposure visits
- Refining and updating of training materials and curriculum.
  - Top leadership competency training programmes (Grade 1-2)
  - Middle management competency training programmes (Grade 3-4)
  - Clerical and support staff competency training programmes (5-6)
  - Other organization specific and generic training programmes as required for different levels
  - Induction and Foundation for fresher civil servants
  - Need based programmes, including establishment of long terms training programmes
  - Fast track management programme
  - Training of Trainers (ToT) for ACSI, RTCs and PTCs
  - Incorporation of coaching modalities in the delivery of all training programmes
- Development and implementation of a system for the design and production of standard curriculum and training materials
- Design and implementation of oversight, quality assurance and accreditation systems and procedures.
- Design and implementation of e-learning and distance learning modules
- Strengthening of the library and information management, research and advisory functions
- Improvement and update of campus infrastructure development and facility management systems
- Promotion of regional cooperation through twinning arrangements with other civil services training institutes and universities and institutions of the region, exposure and study visits of the ACSI faculty and regional workshops and seminars

Development of standards will constitute an important component of the NIBP. The project will provide technical assistance to the IARCSC to enable it to emerge as a fulcrum of standards development in the areas directly related to the public sector capacity development.

As a next logical step, the project will engage in the necessary development of curricula in the relevant areas after uniform standards in the areas identified for public sector capacity development have been developed. A significant feature will be to follow a segmented approach in developing distinct curricula for the senior, middle and junior levels in the civil service in line with the competency requirements of the pay and grade system, so that their specific needs in each field or area are duly catered to. The needs of the civil servants at the sub-national level will also be kept in view.

In order for common standards to be developed for CD of the civil servants in the generic themes, the training courses conducted earlier will be examined with reference to their contents and target training population from the civil service. This may involve appropriate

modification and addition or deletion in the list of subjects or fields covered hitherto. This exercise will conclude with the development of standards with reference to the contents in each agreed generic field. The project will thereafter take up curriculum development in each of the agreed generic field or subject for the senior, middle and junior level civil servants keeping in mind their training and coaching requirements.

The ACSI, as the training arm of the IARCSC, will be the apex training institution of the GIRA to lead and manage all training related functions at the national level. The ACSI will, through the NIBP, be strengthened to have an in-house capacity to design and deliver such training programmes, which are superior in quality and address the training needs of civil servants at all levels.

ACSI, as an apex level national training institute, will not be able to deliver quality to its clients if its human resources are not improved. With this end in view, the existing pool of trainers in the ACSI will be exposed to best practices in the delivery of training programmes. Apart from developing them in the generic subjects on management and leadership, the trainers will also be imparted ToT courses on organization specific and job specific functional areas. The staffing needs of the ACSI will be carefully assessed and due care will be taken to optimize the human resources.

The project will also support the ACSI to set up high quality physical infrastructure and facilities on the campus. Standard systems and procedures will be prepared and the capacity of ACSI employees will be developed in these.

Training and CD will constitute the core function of the ACSI. The project will offer distinct streams of quality training programmes to different strata of civil servants. The design and delivery of the training programmes of the ACSI will be in consonance with a new performance culture being injected in the public sector management and governance in Afghanistan. The training programmes offered under the project will have built in assessment and evaluation mechanisms to ensure that the training programmes are on track and participants internalize the concepts and principles. As part of its Gender Mainstreaming Strategy, the project will work towards increasing participation of the female civil servants in all the training programmes conducted at the ACSI. The selection of training programmes, to be delivered under the project, shall be made in consultation with other projects / programmes at ACSI, so that there is no duplication of efforts. The project will undertake only such training programmes which are not offered by others.

Training programmes at sub-national level shall follow guidelines already developed for sub-national level CD by the Provincial Affairs Directorate of IARCSC. Wherever required, these guidelines shall be reviewed and updated. The sub-national level CD interventions of NIBP shall include equipment and technology support to provincial offices in accordance with the needs assessment carried out under the project.

All classroom training programmes at ACSI, conducted by ACSI trainers, will be followed up by a structured coaching support through the CDAs, who will be located in the ministries and agencies. This will instill a sense of confidence among the participants when they apply their theoretical concepts and learning in their real work situation.

Moreover, the project will help the ACSI in collaboration with reputed civil service institutes and universities in the region, such as LBSNAA (Mussoorie, India), IIPA (New Delhi, India) ASCI (Hyderabad, India), NIFM (Faridabad, India), IITs and IIMs in India, National Institute of Business Management (Sri Lanka), etc, and will arrange exposure and study visits of the civil servants and the ACSI faculty in the region. The area of collaboration and twinning include institutional management, curriculum and training modules development, trainers' capacity development, and experience sharing and exposure visits in other relevant areas. There are clear benefits of using a twinning arrangement to strengthen the institutional capacity of the Afghan training institutes but it will be important to identify the right institution. The suggested list here is illustrative. Possible options shall be explored keeping in mind the

efficacy and cost-effectiveness of the option. It will also help in organizing regional workshops on themes pertaining to capacity development of civil services and governance.

#### Activity 3.4: *Developing the operational capacity of RTCs and PTCs*

The experience of building the operational capacity of the ACSI under the CSLD project will be used to develop a prototype for enhancing the operational capacity of RTCs and PTCs. ACSI will provide standard training modules and quality assurance services to RTCs and PTCs. The modality of relationship between ACSI and these training centers at sub-national level will be worked out in consultation with the provincial affairs directorate of IARCSC and other concerned agencies. Currently the CSLD project is implementing a videoconference link connection between ACSI and the seven RTCs of IARCSC. Such a link will be of significant benefit to exchange information, and in particular for delivering selected training programmes to participants in these regional centers from ACSI on a real time basis. Using the already created relationship, and in line with the new direction proposed by IARCSC to bring the RTCs under the umbrella of ACSI, the NIBP will build the operational capacity of these centers to bring them to the required level for meeting the ANDS target.

The prototype that will be used to build the operational capacity of the RTCs would be used to replicate activities for building the operational capacity of the remaining 28 PTCs. The activities to support the implementation of this component will include:

- Review the current organizational structures of the RTCs and PTCs
- Design and implement responsive organisational structures for RTCs and PTCs
- Design a responsive training management and delivery system in RTCs and PTCs including training programmes, trainers, curriculum and delivery modalities
- Design and implement e-learning and distance learning capability including library and information documentation
- Improve and update campus infrastructure and facilities development at RTCs

It is to be noted that the UNDP's ASGP has been providing support of different kinds to 23 provincial training centers. The support being provided to these training centers is expected to be transferred to the NIBP once the project is launched and is firmly grounded to take over these responsibilities. In order to ensure continuity of functions of these institutions, a clear and complete transition/migration plan will be prepared in consultation with the provincial affairs department of the IARCSC and involving all concerned stakeholders. ASGP will continue providing support to these provincial training centers until the proposed transition/migration is complete. The support to these institutions shall migrate from ASGP to NIBP in accordance with the transition / migration plan approved by NIBP.

## 1.11 Risk Analysis

CD is a long drawn and difficult process wherein the results and impact are not visible over a short span of time. There is therefore a need to devise short term, medium term and long term strategic plans to achieve the outputs and outcomes. The challenges of CD in Afghanistan are compounded by several factors such as security, institutional weaknesses, multiple stakeholders, constraints of assured funding, human resources, etc. IARCSC, in association with UNDP and other donors, has been implementing CD projects such as CAP, CSLD, ASGP (with IDLG as the other government partner), AEP, LEP and MCP in the context of PAR, which has brought to light the strengths, weaknesses, opportunities and threats of these projects and programmes. Based on the previous experience, the following are identified as risks and mitigating measures for addressing these risks.

- **Lack of physical security:** The still fragile and insecure situation in most of the provinces and the violence and fear brought on by the armed conflict will defy even the best international efforts to make headway. It may prevent the project from mobilizing qualified advisors willing to work in Afghanistan. Mandatory compliance with required security

instructions of UN may prevent placement of CDAs in particular locations. The mitigation measure will be to train and appoint Afghans as national coaches and to place them in such locations (largely in provinces) as they are generally not subject to same level of risk as foreigners. Suitable CD strategies need to be adopted, such as conducting training and coaching at nearby secure places and using distance learning or other modalities.

- **Lack of national human resource pool:** The talent pool within Afghanistan is very limited and to find national coaches and advisors is a challenging job, made more complex by the competitive demands from various CD providers, including the Government, UN, multilateral agencies, NGOs, CSOs and other private organizations. The project will build linkages with other CD projects to create a cadre of national coaches, train the national coaches and advisors through special training up to required levels, and recruit expatriate nationals.
- **High turnover and talent drain:** a comprehensive CD process will result in benefits to senior and middle level management in the long term and there is likely to be high turnover of the trained personnel from the Government institutions. There is a lack of interest among the retiring civil servants and a lack of opportunities for the emerging leaders. There is thus a need to coordinate between CD agencies in liaison with ICCD and IARCSC so as to develop mechanisms and criteria for selection and placement and to apply the Pay and Grading system to improve employee retention.
- **Performing line functions:** Due to a lack of requisite trained and capable expertise in government institutions, the CDAs may often be asked to perform line functions of his/her core expertise and functional areas by his counterparts at the cost of coaching and advising for CD. In such cases, the project would suffer from the usual risk of replacing capacity instead of developing capacity. Proper monitoring and performance reviews of coaching and advisory services will therefore be undertaken to ensure strict adherence to the project mandate. The services of CDAs will be provided to the ministries and agencies of GIRA under an MoU that will require the ministry or agency not to utilize the services of CDAs for line functions.
- **Incomplete demand formulation and job specification:** For a comprehensive CD initiative to be successful, it is imperative that it be demand driven. Some of the government ministries and agencies, particularly at the sub-national level, may not have the requisite capacity to identify their CD needs, including specifying the job descriptions. There would thus be the risk of CD implementation in these ministries and agencies becoming supply driven. To guard against this risk, the project will undertake promotional and publicity campaigns regarding the CD objectives, facilities and Public Administrative Reforms envisaged in the project, especially at the commencement of the project.
- **Low motivation and resistance to change:** The current organization structures and employee emoluments in the public sector result in low employee motivation levels in terms of CD programmes. Further, the PAR focuses on reorganization, restructuring, CD in functional and core areas, democratic functions and accountability and transparency in the government institutions. This will in the initial stages lead to a resistance to change. The results based management techniques, continuous monitoring and senior management involvement along with public representatives at the sub national level are some techniques to mitigate this risk, which will be used by the project.
- **Stakeholders Relationships:** Facilitating government stakeholders to improve their capacity to carry out their assigned tasks also risks leading to a number of management risks, including delays with slow partners particularly at the sub-national level. Effective planning and reporting mechanisms will help in managing this risk to a large extent, and will be utilized by the project.

## 1.12 Monitoring and Evaluation

### Monitoring

The monitoring framework of the project will describe what information will be collected and how it will be collected during the life of the project against the project objectives. The monitoring indicators will be developed jointly with IARCSC and MoEc. Instruments for monitoring of outputs will include continuous tracking of progress through reviews with the government partners on a quarterly basis, annual project reviews, reporting on a quarterly and annual basis and validation by on-site visits in the ministries and agencies and discussions with the institutions benefitting from project services and CDAs. This will be linked to outputs and outcomes outlined in the Results and Resources Framework (RRF). The monitoring system will also monitor operational performance.

Assessment will look at the results and impact of the CD effort and make proposals to the Project Board for adjustments and revisions of CD policy and strategy and work plan as required. It will ensure that lessons learned and best practices emanating from the monitoring system are shared and incorporated into the implementation plans.

Quarterly, Annual and Final narrative reports prepared by the Project Manager will follow a prescribed framework and be submitted for the approval of the Project Board. The reports will comment on the relevance, performance, efficiency and impact (both expected and unexpected) of CD initiatives in relation to the intended outputs.. The reports will also address major deviations from the work plan and will describe partnerships to be forged or enhanced, problems encountered and lessons learnt.

### Evaluation

A mid-term review will be conducted to measure qualitatively and quantitatively the project progress and will attempt to measure impact in terms of whether and how the CD support to different institutions, organizations and individuals resulted in the expected and needed impact at the enabling environment level, organizational level and individual level and whether and how the project is developing the PAR management and coordination capacity of IARCSC. The result of the mid-term review will be incorporated into the policies, strategies and plans of the project.

An external, independent evaluation of the project will be undertaken towards the end of the project with the primary purpose to assess if project activities have been carried out as planned and to see if project outputs and objective have been met. Such evaluation is viewed as a rigorous and credible assessment of measurable progress toward achievements of stated outcomes. As such, a final evaluation shall invoke a participatory approach in order to allow project stakeholders to assist in the generation and application of evaluative knowledge.

The end of project evaluation shall have the following objectives:

- To examine to what extent the project has contributed to the intended outputs, and in what specific areas the project excelled in contributing to intended outputs.
- To indicate whether or not intended project impacts and outcomes have been met and/or, for specific outcomes, whether satisfactory progress was made.
- To analyse underlying factors that could have influenced project impacts and outputs.
- To identify and analyse barriers and constraints that may have delayed implementation, including challenges emanating from internal and external sources.
- To identify a list of 'lessons learned' and recommendations, including in relation to the: i) specific CD services provided by the project (were they appropriate for the client and did they respond to the demands and felt needs of the client?); and ii) the sourcing of capacity (what was the general experience and could steps be taken to source capacity from institutions and networks beyond those considered under the project?).
- To state whether or not targets were achieved and whether current and planned outputs can be sustained, including determination of measures needed to ensure continued sustainability of results in the future.
- To state whether further interventions are required.

Information gathered by the monitoring framework will be used by the evaluation. This evaluation may be combined with a cluster evaluation for several CD projects.

Audit Arrangements

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

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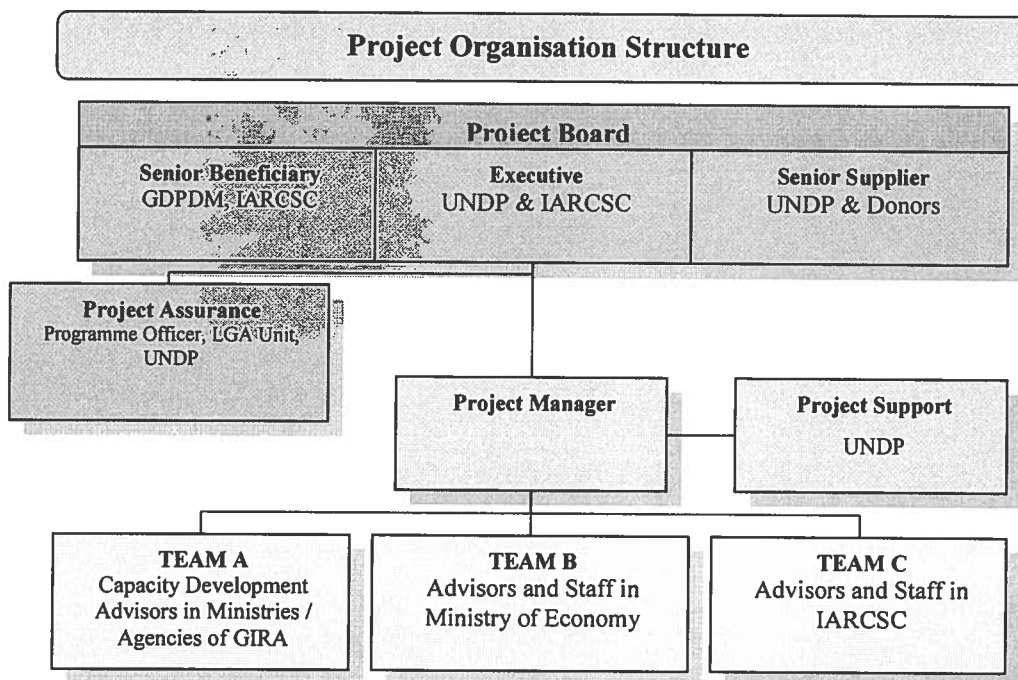
## 2 Management Arrangements

The Project will be initially implemented through the Direct Implementation Modality (DIM) of UNDP. After an initial period of 6 months, the project implementation responsibility will transfer to IARCSC in accordance with the principles of nationalization and UNDP will assume the role of a technical support agency.

The IARCSC shall be the Government Cooperating Agency for the Project. The IARCSC will be the governmental unit directly responsible for the government's participation in the Project. The GDPDM of the IARCSC shall be the Implementing Agency for the Project on behalf of IARCSC. The IARCSC designates the Director General of the GDPDM as its representative for the Project, who would perform the role and functions of Senior Beneficiary in the Project Board. The GDPDM shall be responsible and accountable for managing the project, including the monitoring and evaluation of project interventions, achieving project outputs, and for the effective use of Project resources. The GDPDM may enter into agreements with other organisations or entities to assist in successfully delivering project outputs.

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

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



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

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

This group is constituted of the following posts:

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

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

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

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

**Project Management Team:** The Project Management Team shall consist of Project Manager (International - 1), Deputy Project Manager (National - 1), Component Managers (National - 2), Project Implementation Advisors (International - 2), Operations Manager (National - 1), Project Officer (National - 2), Monitoring & Evaluation Specialist (International - 1), Project Associate (National - 1) and Project Staff to support the Project Management Team in areas of project management, financial management, procurement, human resource management, asset management and general administration. The Project Management Team, under the overall management of the Project Manager, has the direct responsibility for the management, monitoring and evaluation of the implementation of project activities. The project team is organized in output based component clusters delivering the results under the respective components.

The project will develop an Operational Manual for the project specifying the roles and responsibilities of the members of the project management team and the procedures to be followed by

the project for recruitment, placement, mobilization and performance assessment of internationals and nationals under the project. The fundamental principle of government being in lead shall be adhered.

The Operational Manual shall provide the details of the requirements of each department of IARCSC and the support being provided under NIBP. The current results and resources framework and the budget is an estimate only. The details provided in the Operational Manual shall be further elaborated in Annual Work Plans which will clearly identify and indicate the items of expenditure for providing support to each department of IARCSC as well as for all activities. Such elaboration shall be based upon the identified needs and shall be reviewed on a regular basis.

#### Asset Management

Any equipment purchased under the project fund, shall remain the property of the UNDP until such time when the beneficiary is ready to completely take over the project/part of the project or a specific function for any of the three outputs defined and have the capacity to use the assets without further requirements for UNDP for maintenance or management of the equipments after the donation.

- Equipment purchased for the use of IARCSC or any Ministry Staff (outputs 1, 2 and 3) or international staff hired under the government contract shall be transferred to the government directly after purchase and the government partner/s (IARCSC and Ministry) agrees to use the equipment for the purpose of the project. The beneficiary shall be responsible for the maintenance and proper management of the equipment after the donation.
- In case of any risk predictions by either Project Management or the Country office for asset donation prior to the project closure, a risk benefit analysis has to be completed by the Project Management and based on the results, recommendations be made for the assets transfer/donation.
- The Project Management shall not make any promise for equipment transfer to the beneficiary prior to the proper approval by the Country Director, CAP and or ACP.
- The overall responsibility of the Project Asset Management shall remain with the Project Manager until the equipments are transferred to the beneficiary.

The Project Management will send bi-annual asset certification to the Country Office and will closely coordinate any assets acquisition, donation, transfer, lost, damage or relocation of the project equipment to the Asset Management Team at UNDP CO. Such coordination shall directly be the responsibility of the Project Manager. Under instances in which the Project manager further delegates the tasks to a dedicated project staff, the overall assets management responsibility shall remain with the Project Manager.

### 3 Legal Context

This project document shall be the instrument referred to as such in a) the Standard Technical Assistance Agreement, 1956 and b) Country Programme Action Plan (CPAP) 2010-2013. The host country counterpart agency shall refer, for the purposes of the Standard Technical Assistance Agreement, to the Government co-operating agency described in the Agreement.

The project document shall be the instrument envisaged in the Supplemental Provision to the Project Document, attached hereto. Consistent with the above Supplemental Provisions, the responsibility for the safety and security of the executing agency (Implementing Partner) and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the executing agency.

The executing agency (Implementing Partner) shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried; and
- b) assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The executing agency (Implementing Partner) agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm> . This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

## *PART 2: Results and Resources Framework*

<p><b>UNDAF Outcome</b></p> <p>UNDAF 2010-2013: Area of Cooperation – Governance, Rule of Law and Human rights</p> <p>Outcome_2 – Government capacity to deliver services to the poor and vulnerable is enhanced.</p> <p>Output_2.1 – Institutions have strengthened capacity to develop and implement quality pro-poor service delivery and employment policies.</p>
<p><b>Intended Outcome as stated in the Country Programme Results Framework</b></p> <p>CPAP Outcome_3 (draft) – The state has improved ability to deliver services to foster human development and elected bodies have greater oversight capacity.</p>
<p><b>Applicable Strategic Plan Service Line</b></p> <p>Strengthening Democratic Governance</p>
<p><b>Intended CPAP Output(s)</b></p> <p>CPAP Output_3.1 (draft) - Inclusive legislation, policies and programmes are in place, and government institutions are strengthened to improve the quality of service delivery.</p> <p>CPAP Output_3.2 (draft) - PAR management and coordination capacity of IARCSC strengthened and institutional and policy support for implementing required training programmes for civil servants established.</p>
<p><b>CPAP Output(s) indicator(s), baseline and benchmark</b></p> <p>CPAP indicator for Output_3.1 (draft)</p> <p>Indicator_3.1.2 – Presence of systems and processes for government bodies to manage and monitor human development-sensitive service delivery. Baseline: basic capacity and framework in place. Target: Policies and performance measurement systems in place; financial management, human resources management and procurement guidelines and work processes designed and approved; and capacity development in these areas carried out in of government bodies at the national and subnational levels.</p> <p>CPAP indicator for Output_3.2 (draft)</p> <p>Indicator_3.2.1 - A National Training Policy (NTP) for civil services developed and implemented. Baseline: None exists. Target: NTP approved and implemented.</p> <p>Indicator_3.2.2 - Institutional arrangements are put in place to deliver required organization specific, job specific and generic training programmes for civil servants in accordance with the requirements of Civil Servant's Law and ANDS targets. Baseline: less than 10% capacity exits. Target: By 2013, the capacity of ACSI and Regional and Provincial Training Centres is developed to meet the ANDS target of conducting training for each civil servant at least once in two years.</p>

Project title and ID: National Institution Building Project.				
Project Outputs	Performance Indicators (baseline and benchmark)	Indicative Activities	Responsible Parties	Inputs
Output_1: Institutional and Organizational capacity of select government entities strengthened by policy and strategy development and systems improvement through coaching and advisory services to improve service delivery and to support Public Administration Reform (PAR) objectives.	<ul style="list-style-type: none"> <li>Number of government institutions implementing reform plans.</li> <li>Number of government institutions strengthened for improved delivery of development assistance.</li> <li>Number of policies/strategies prepared.</li> <li>Number of manuals / user guides prepared to bring about systems improvement in government institutions.</li> <li>Increase in level of satisfaction of the public at central and sub-national level with the public service delivery.</li> <li>Number of civil servants coached for on-the-job training in each government institution in each functional area at national and sub national level.</li> </ul>	<p>1.1 Provision of services of CDAs in select government entities to provide coaching and advisory services for institutional strengthening, organizational reforms and skill development.</p> <p>1.1.1 Development of institutional strengthening and organizational reform plans for select government entities in the context of PAR.</p> <p>1.1.2 Standard manuals and guidelines prepared for CD policy and assessment methodologies, performance assessments, monitoring and evaluation guidelines, etc.</p> <p>1.1.3 Capacity assessments conducted and CD plans prepared for select government entities.</p> <p>1.1.4 Preparation of a policy portfolio and programmatic portfolio for the ministry/agency.</p> <p>1.1.5 Implementation of an outreach programme including identification of need for coaching and advisory services.</p> <p>1.1.6 CD of select permanent civil servants, both men and women, developed and strengthened in common function areas through coaching &amp; mentoring to improve service delivery at both national and sub-national level.</p>	UNDP and IARCSC	<ul style="list-style-type: none"> <li>Short term international TA for 3 months</li> <li>Short term national TA for 3 months</li> <li>20 international and 60 national CD Advisors (CDAs) for 42 months each for coaching and advising at central level.</li> <li>10 international and 60 national CD Advisors (CDAs) for 42 months each for coaching and mentoring at sub-national level.</li> <li>Transport contract for CDAs</li> <li>Equipment and operational expenses</li> </ul>
<ul style="list-style-type: none"> <li>Number of twinning arrangements between select ministries / agencies of GIRA and other regional governments in place.</li> </ul>	1.2 1.2 Provision of advisory services for specialised capacity development under twinning arrangements with ministries / agencies of other regional governments for institutional and organizational CD of ministries / agencies of GIRA.		UNDP and IARCSC	<ul style="list-style-type: none"> <li>Advisory services of 3 months each (120 in 4 years)</li> <li>Exposure visits and study tours</li> </ul>

Project Outputs	Performance Indicators (baseline and benchmark)	Indicative Activities	Responsible Parties	Inputs
<ul style="list-style-type: none"> <li>Number of trainees attending short term trainings at ministries / agencies of regional governments and its training institutions.</li> </ul>	<ul style="list-style-type: none"> <li>A gender mainstreaming strategy developed and implemented.</li> <li>Number of awareness / training programmes on Gender Mainstreaming / empowerment conducted.</li> <li>Number of government institutions in which level of gender awareness significantly improved.</li> </ul>	<p>1.2.1 Provision of technical assistance from ministries / agencies of other regional governments for policy and strategy development, system improvement and procedure development.</p> <p>1.2.2 Exposure visits and study tours to ministries / agencies of regional governments under an exchange programme.</p> <p>1.2.3 Short term trainings of Afghan civil servants at the ministries / agencies of regional governments and its training institutions.</p>	UNDP and IARCSC	<ul style="list-style-type: none"> <li>Contract for trainings at institutes of regional governments.</li> </ul>
<ul style="list-style-type: none"> <li>ICCD Secretariat fully staffed.</li> <li>ICCD Secretariat fully operational and providing efficient services.</li> <li>ICCD meeting on a regular basis providing policy oversight.</li> <li>MIS developed and implemented.</li> </ul>	<ul style="list-style-type: none"> <li>1.3 Development and implementation of a gender mainstreaming strategy to bring about empowerment of women civil servants.</li> <li>1.3.1 Development of a gender mainstreaming strategy for the project to enhance organizational gender sensitivity.</li> <li>1.3.2 Implementation of the gender mainstreaming strategy of the project in select government entities.</li> </ul>	<p>1.3 Development and implementation of a gender mainstreaming strategy to bring about empowerment of women civil servants.</p> <p>1.3.1 Development of a gender mainstreaming strategy for the project to enhance organizational gender sensitivity.</p> <p>1.3.2 Implementation of the gender mainstreaming strategy of the project in select government entities.</p>	UNDP and MoEc	<ul style="list-style-type: none"> <li>1 international staff (Gender Expert) for 24 months</li> <li>2 national staff (Gender Expert) for 48 months each</li> <li>Equipment and operational expenses</li> <li>Workshops &amp; Seminars</li> </ul>
<ul style="list-style-type: none"> <li>ICCD Secretariat fully staffed.</li> <li>ICCD Secretariat fully operational and providing efficient services.</li> <li>ICCD meeting on a regular basis providing policy oversight.</li> <li>MIS developed and implemented.</li> </ul>	<ul style="list-style-type: none"> <li>1.4 Support to the ICCD in MoEc to serve as a government body to oversight, coordinate, advocate, monitor, and interventions in Afghanistan.</li> <li>1.4.1 Establishment of ICCD secretariat and provision of TA and operational support for CD of ICCD.</li> <li>1.4.2 Development of an MIS system for monitoring and assessment of all CD programmes in Afghanistan.</li> </ul>	<p>1.4 Support to the ICCD in MoEc to serve as a government body to oversight, coordinate, advocate, monitor, and interventions in Afghanistan.</p> <p>1.4.1 Establishment of ICCD secretariat and provision of TA and operational support for CD of ICCD.</p> <p>1.4.2 Development of an MIS system for monitoring and assessment of all CD programmes in Afghanistan.</p>	UNDP and MoEc	<ul style="list-style-type: none"> <li>1 international staff and 5 international TA for 48 months</li> <li>Short term international and national TA for 3 months</li> <li>3 secretariat national staff for 48 months each</li> <li>Equipment, furniture and operational expenses</li> <li>Contract for MIS development.</li> </ul>

Project Outputs	Performance Indicators (baseline and benchmark)	Indicative Activities	Responsible Parties	Inputs
Output_2: Organizational and capacity development of select government entities through coaching and advisory services in alignment with Civilian Technical Assistance Plan (CTAP).	<ul style="list-style-type: none"> <li>Number of government institutions implementing reform plans.</li> <li>Number of government institutions strengthened for improved delivery of development assistance.</li> <li>Increase in level of satisfaction of the public at central and sub-national level with the public service delivery.</li> <li>Number of civil servants coached for on-the-job training in each government institution in each functional area at national and sub national level.</li> </ul>	<p>2.1 Provision of services of CDAs in select government entities in alignment with CTAP to provide coaching and advisory services for institutional strengthening, organizational reforms and skill development.</p> <p>2.1.1 Development of institutional strengthening and organizational reform plans for select government entities in the context of PAR.</p> <p>2.1.2 Capacity assessments conducted and CD plans prepared for select government entities.</p> <p>2.1.3 CD of select permanent civil servants, both men and women, developed and strengthened in common function areas through coaching &amp; mentoring to improve service delivery at both national and sub-national level.</p>	UNDP and IARCSC	<ul style="list-style-type: none"> <li>10 international and 30 national CD Advisors (CDAs) for 42 months each for coaching and advising at central level.</li> <li>5 international and 30 national CD Advisors (CDAs) for 42 months each for coaching and mentoring at sub-national level.</li> <li>Transport contract for CDAs</li> <li>Equipment and operational expenses</li> </ul>
Output_3: PAR management and coordination capacity of IARCSC strengthened and institutional and policy support for implementing required training programmes for civil servants established.	<ul style="list-style-type: none"> <li>CSMD strengthened for effective supervision and implementation of PAR.</li> <li>M&amp;E unit in IARCSC and ACSI at both central and regional level strengthened for development and implementation of tools and instruments for public sector CD results.</li> <li>GDPDM strengthened for effective management of programmes of IARCSC.</li> <li>A National Training Policy developed and implemented.</li> </ul>	<p>3.1 Strengthening institutional capacity of IARCSC for improved PAR Management and Coordination</p> <p>3.1.1 Review of existing PAR management and coordination structure at IARCSC and implementation of a suitable revised structure including staffing and reporting lines.</p> <p>3.1.2 Development and implementation of systems for measurement of public sector CD results.</p> <p>3.1.3 PAR implementation and implementation of an effective including support to communication unit of ARS of IARCSC.</p> <p>3.1.4 Strengthening institutional capacity of GDPDM.</p> <p>3.2 Development of a National Training Policy.</p> <p>3.2.1 Development and approval of a National Training Policy.</p> <p>3.2.2 Creation of a responsive structure at IARCSC to</p>	UNDP and IARCSC	<ul style="list-style-type: none"> <li>2 international staff for 48 and 24 months respectively.</li> <li>International TAs for a total of 96 months.</li> <li>Local TA for 192 months and 2 national staff for 48 months each</li> <li>Equipment and operational expenses</li> <li>International TAs for a total of 24 months.</li> <li>Local TA for 48</li> </ul>

Project Outputs	Performance Indicators (baseline and benchmark)	Indicative Activities	Responsible Parties	Inputs
	<ul style="list-style-type: none"> <li>• Institutional management and operational capacity of IARCSC strengthened.</li> <li>• Strategic Plan of ACSI implemented.</li> <li>• Operational capacity of ACSI in training and development strengthened.</li> <li>• Development of manuals, curriculum and training material for selected training programmes.</li> <li>• Number of training programmes conducted at national &amp; sub national level.</li> <li>• Number of civil servants of different management levels at both national &amp; sub-national level trained.</li> <li>• Number of women civil servants benefited from CD efforts of the project.</li> <li>• An e-learning module and a distance learning module developed and implemented.</li> <li>• Twinning arrangements with select civil services training institutes of the region, in place.</li> <li>• Institutional management and operational capacity of</li> </ul>	<p>manage and coordinate the development and implementation of a NTP.</p> <p>3.2.3 Implementation of the NTP at central and regional institutions in alignment with the PAR.</p> <p>3.3 Deepening the support for the operational CD of ACSI</p> <p>3.3.1 Implementation of ACSI Strategic Plan.</p> <p>3.3.2 Institutional and Organizational CD of ACSI including staffing and systems</p> <p>3.3.3 Strengthen the Training Management and delivery function of ACSI</p> <ul style="list-style-type: none"> <li>▪ Leadership Competency</li> <li>▪ Induction and Foundation</li> <li>▪ Need based programmes</li> <li>▪ Fast track management programme</li> <li>▪ Training of Trainers</li> <li>▪ Incorporate coaching modality in the delivery of all training programmes.</li> </ul> <p>3.3.4 Development and implementation of system for designing and production of standard curriculum and training materials.</p> <p>3.3.5 Design and implement quality assurance and accreditation system and procedures.</p> <p>3.3.6 Design and implementation of e-learning and distance learning modules.</p> <p>3.3.7 Strengthen the library and information management, and research and advisory functions.</p> <p>3.3.8 Improve and update campus infrastructure development and facility management system.</p> <p>3.3.9 Promotion of regional cooperation through twinning arrangements with other civil services training institutes of the region; Exposure and study visits of the ACSI faculty; Regional workshops and seminars.</p> <p>3.4 Building the operational capacity of RTCs and PTCs.</p> <p>3.4.1 Design and implement suitable organisational</p>	<p>UNDP and IARCSC</p>	<ul style="list-style-type: none"> <li>• months</li> <li>• 2 national staff for 48 months each</li> <li>• Contract for firm</li> <li>• 1 international staff for 48 months.</li> <li>• International TAs for a total of 144 + 192 = 336 months (Training, Institutional and Organisational Development, Quality assurance, e-learning and distance learning)</li> <li>• Local TA for 48 months</li> <li>• 6 national staff for 48 months each</li> <li>• Local TA for 288 months</li> <li>• Contracts for firms</li> <li>• Equipment and operational expenses</li> <li>• Construction of additional training rooms, offices and material production centre.</li> <li>• 10 local trainers for 48 months each</li> </ul>

Project Outputs	Performance Indicators (baseline and benchmark)	Indicative Activities	Responsible Parties	Inputs
	regional and provincial training centers strengthened. <ul style="list-style-type: none"> <li>• A responsive training management and delivery system in regional and provincial centres designed and implemented.</li> </ul>	structures for RTCs and PTCs. 3.4.2 Design a responsive training management and delivery system in RTCs and PTCs including training programmes, trainers, curriculum and delivery modalities. 3.4.3 Design and implement e-learning and distance learning capability including library and information documentation 3.4.4 Improve and update campus infrastructure and facilities development at RTCs		<ul style="list-style-type: none"> <li>• 2400 trainer months</li> <li>• 3 trainers in each province for 48 months each.</li> <li>• Upgrading of training infrastructure.</li> <li>• Equipment and operational expenses.</li> </ul>

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# PART 3: Multi-Annual Work Plan

## 1 Multi-Annual Budget Sheet

National Institution Building Project : Multi-Annual Budget Sheet.

Expected Output	Key Activities	Acc. Code	Budget description	Unit	Unit cost	Planned Budget				Schedule of disbursement			
						Quantity	Total Amount	Year 1	Year 2	Year 3	Year 4		
<p><b>Output 1: Institutional and organizational capacity of select government entities strengthened by policy and strategy development and systems improvement through coaching and advisory services to improve service delivery and to support Public Administration Reform (PAR) objectives.</b></p> <p><b>1.1 Provision of services of CDAs in select government entities to provide coaching and advisory services for institutional strengthening, organizational reforms and skill development.</b></p> <p><b>1.1.1 Development of institutional strengthening and organizational reform plans.</b></p> <p><b>1.1.2 Standard manuals and guidelines prepared.</b></p> <p><b>1.1.3 Capacity assessments conducted and CD plans prepared for select government entities.</b></p> <p><b>1.1.4 Implementation of an outreach programme including identification of need for coaching and advisory services.</b></p> <p><b>1.1.5 CD of select permanent civil servants, both men and women, developed and strengthened in common function areas through coaching &amp; mentoring</b></p> <p><b>1.2 Provision of advisory services under twinning arrangements with ministries / agencies of other regional governments.</b></p> <p><b>1.2.1 Provision of short term technical assistance.</b></p> <p><b>1.2.2 Exposure visits and study tours.</b></p> <p><b>1.2.3 Short term trainings of Afghan civil servants.</b></p> <p><b>1.3 Development and implementation of a gender mainstreaming strategy to bring about empowerment of women civil servants.</b></p> <p><b>1.3.1 Development of a gender mainstreaming strategy for the project to enhance organizational gender sensitivity.</b></p> <p><b>1.3.2 Implementation of the gender mainstreaming strategy of the project in select government entities.</b></p>	71200	International Consultants	month	16,000	3	48,000	48,000						
	71200	International Consultants	month	12,000	840	10,080,000	1,440,000	2,880,000	2,880,000	2,880,000			
	71200	International Consultants	month	11,000	420	4,620,000	660,000	1,320,000	1,320,000	1,320,000			
	71300	Local Consultants	month	4,000	3	12,000	12,000						
	71300	Local Consultants	month	2,500	2,520	6,300,000	900,000	1,800,000	1,800,000	1,800,000			
	71300	Local Consultants	month	2,000	2,520	5,040,000	720,000	1,440,000	1,440,000	1,440,000			
	71600	Travel	year	30,000	4	120,000	30,000	30,000	30,000	30,000			
	72100	Contractual Services - Companies	month	16,000	42	672,000	96,000	192,000	192,000	192,000			
	72800	Information Technology Eqmpt	set	1,500	120	180,000	180,000						
	72500	Supplies	month	4,000	48	192,000	48,000	48,000	48,000	48,000			
	74200	Audio Visual & Print Production Costs	year	3,000	4	12,000	3,000	3,000	3,000	3,000			
	74500	Miscellaneous Expenses	year	8,000	4	32,000	8,000	8,000	8,000	8,000			
	75100	Facilities & Administration		GMS @ 7%		2,055,441	311,989	581,151	581,151	581,151			
	71200	International Consultants	month	12,000	360	4,320,000	1,080,000	1,080,000	1,080,000	1,080,000			
	71600	Travel	trips	1,000	120	120,000	30,000	30,000	30,000	30,000			
71600	Travel	month	25,000	48	1,200,000	300,000	300,000	300,000	300,000				
72100	Contractual Services - Companies	#	60,000	16	960,000	240,000	240,000	240,000	240,000				
74500	Miscellaneous Expenses	month	2,000	48	96,000	24,000	24,000	24,000	24,000				
75100	Facilities & Administration		GMS @ 7%		504,000	126,000	126,000	126,000	126,000				
71100	International Employee Costs	month	16,000	24	384,000	192,000	192,000	192,000	192,000				
71400	Contractual Services - Individual	month	2,500	96	240,000	60,000	60,000	60,000	60,000				
71600	Travel	year	6,000	4	24,000	6,000	6,000	6,000	6,000				
72100	Contractual Services - Companies	#	25,000	4	100,000	25,000	25,000	25,000	25,000				
74200	Audio Visual & Print Production Costs	year	20,000	4	80,000	20,000	20,000	20,000	20,000				
74500	Miscellaneous Expenses	year	10,000	4	40,000	10,000	10,000	10,000	10,000				
75100	Facilities & Administration		GMS @ 7%		65,333	23,559	23,559	23,559	23,559				
						65,333	23,559	23,559	23,559	9,108	9,108		

National Institution Building Project : Multi-Annual Budget Sheet

A. Development Activities	Expected Output	Key Activities	Acc. Code	Budget description	Planned Budget				Schedule of disbursement			
					Unit	Unit cost	Quantity	Total Amount	Year 1	Year 2	Year 3	Year 4
1.4 Support to ICCD in MoEc to serve as a single reporting point for both government and donors on capacity development interventions in Afghanistan. 1.4.1 Establishment of ICCD secretariat and provision of TA and operational support for CD of ICCD. 1.4.2 Development of an MIS system for monitoring and assessment of all CD programmes in Afghanistan.			71100	International Employee Costs	month	16,000	42	672,000	96,000	192,000	192,000	192,000
			71200	International Consultants	month	12,000	210	2,520,000	360,000	720,000	720,000	720,000
			71200	International Consultants	month	16,000	3	48,000	48,000			
			71300	Local Consultants	month	4,000	3	12,000	12,000			
			71400	Contractual Services - Individual	month	2,500	144	360,000	90,000	90,000	90,000	90,000
			71600	Travel	year	4,000	4	16,000	4,000	4,000	4,000	4,000
			72100	Contractual Services - Companies	#	100,000	1	100,000	100,000			
			72200	Equipment and Furniture	L_sum	5,000	1	5,000	5,000			
			72400	Communication & Audio Visual Eqmpt	L_sum	5,000	1	5,000	5,000			
			72500	Supplies	month	1,000	48	48,000	12,000	12,000	12,000	12,000
			72800	Information Technology Eqmpt	L_sum	10,000	1	10,000	10,000			
			74200	Audio Visual & Print Production Costs	year	20,000	4	80,000	20,000	20,000	20,000	20,000
			74500	Miscellaneous Expenses	year	10,000	4	40,000	10,000	10,000	10,000	10,000
			75100	Facilities & Administration		GMS @ 7%		294,753	58,108	78,862	78,862	78,862
									GMS @ 7%		7,423,656	11,566,592
						Sub-Total Output_1		41,707,527	7,423,656	11,566,592	11,389,141	11,389,141
Output_2: Institutional and organizational capacity development of select government entities through coaching and advisory services in alignment with Civilian Technical Assistance Plan (CTAP).			71200	International Consultants	month	12,000	420	5,040,000	720,000	1,440,000	1,440,000	1,440,000
			71200	International Consultants	month	11,000	210	2,310,000	330,000	660,000	660,000	660,000
			71300	Local Consultants	month	2,500	1,260	3,150,000	450,000	900,000	900,000	900,000
			71300	Local Consultants	month	2,000	1,260	2,520,000	360,000	720,000	720,000	720,000
			71600	Travel	year	15,000	4	60,000	15,000	15,000	15,000	15,000
			72100	Contractual Services - Companies	month	9,000	42	378,000	54,000	108,000	108,000	108,000
			72800	Information Technology Eqmpt	set	1,500	60	90,000	90,000			
			72500	Supplies	month	2,000	48	96,000	24,000	24,000	24,000	24,000
			74200	Audio Visual & Print Production Costs	year	2,000	4	8,000	2,000	2,000	2,000	2,000
			74500	Miscellaneous Expenses	year	4,000	4	16,000	4,000	4,000	4,000	4,000
						GMS @ 7%		1,028,774	154,226	291,516	291,516	
						Sub-Total Output_2		14,896,774	2,203,226	4,164,516	4,164,516	

National Institution Building Project : Multi-Annual Budget Sheet

A. Development Activities	Expected Output	Key Activities	Acc. Code	Budget description	Unit	Unit cost	Quantity	Total Amount	Schedule of disbursement			
									Year 1	Year 2	Year 3	Year 4
Output_3: PAR management and coordination capacity of IARCSC strengthened and institutional and policy support for implementing required training programmes for civil servants established.	3.1 Strengthening institutional capacity of IARCSC for improved PAR Management and Coordination 3.1.1 Review of existing PAR management and coordination structure at IARCSC and implementation of a suitable revised structure including staffing and reporting lines. 3.1.2 Development and implementation of systems for measurement of public sector capacity development results. 3.1.3 Development and implementation of an effective PAR implementation and communication strategy including support to communication unit. 3.1.4 Strengthening institutional capacity of GDPDM.		71100	International Employee Costs	month	18,000	48	864,000	216,000	216,000	216,000	216,000
			71200	International Employee Costs	month	16,000	24	384,000	192,000	192,000		
			71200	International Consultants	month	16,000	96	1,536,000	384,000	384,000	384,000	384,000
			71300	Local Consultants	month	4,000	192	768,000	192,000	192,000	192,000	192,000
			71400	Contractual Services - Individual	month	2,500	96	240,000	60,000	60,000	60,000	60,000
			71400	Contractual Services - Individual	month	2,000	432	864,000	216,000	216,000	216,000	216,000
			71600	Travel	year	25,000	4	100,000	25,000	25,000	25,000	25,000
			72100	Contractual Services - Companies	#	500,000	1	500,000	250,000	250,000		
			72200	Equipment and Furniture	L_sum	260,000	1	260,000	100,000	140,000	20,000	
			72500	Supplies	month	2,000	48	96,000	24,000	24,000	24,000	24,000
			72800	Information Technology Eqmpt	L_sum	50,000	1	50,000	50,000			
			74200	Audio Visual & Print Production Costs	year	50,000	4	200,000	50,000	50,000	50,000	50,000
			74500	Miscellaneous Expenses	year	5,000	4	20,000	5,000	5,000	5,000	5,000
			75100	Facilities & Administration		GMS @ 7%		442,731	132,774	132,022	89,720	88,215
			3.2 Development of a National Training Policy. 3.2.1 Development and approval of a National Training Policy. 3.2.2 Creation of a responsive structure at IARCSC to manage and coordinate the development and implementation of a NTP. 3.2.3 Implementation of the NTP at central and regional institutions in alignment with the PAR.	71200	International Consultants	month	16,000	24	384,000	192,000	192,000	
71300	Local Consultants	month		4,000	48	192,000	96,000	96,000				
71400	Contractual Services - Individual	month		2,500	96	240,000	60,000	60,000	60,000	60,000		
71600	Travel	year		6,000	4	24,000	6,000	6,000	6,000	6,000		
72100	Contractual Services - Companies	#		500,000	1	500,000	250,000	250,000				
74500	Miscellaneous Expenses	year		5,000	4	20,000	5,000	5,000	5,000	5,000		
75100	Facilities & Administration		GMS @ 7%		102,366	45,839	45,839	5,344	5,344			

07/06/2009

National Institution Building Project : Multi-Annual Budget Sheet

A. Development Activities	Expected Output	Key Activities	Acc. Code	Budget description	Planned Budget				Schedule of disbursement			
					Unit	Unit cost	Quantity	Total Amount	Year 1	Year 2	Year 3	Year 4
		3.3 Deepening the support for the operational capacity development of ACSI	71100	International Employee Costs	month	16,000	48	768,000	192,000	192,000	192,000	192,000
		3.3.1 Implementation of ACSI Strategic Plan.	71200	International Consultants	month	16,000	204	3,264,000	1,536,000	576,000	576,000	576,000
		3.3.2 Institutional and Organizational CD of ACSI including staffing and systems	71200	International Consultants	month	16,000	192	3,072,000	768,000	768,000	768,000	768,000
		3.3.3 Strengthen the Training Management and delivery function of ACSI	71300	Local Consultants	month	4,000	48	192,000	48,000	48,000	48,000	48,000
		3.3.4 Development and implementation of system for designing and production of standard curriculum and training materials.	71300	Local Consultants	month	2,500	288	720,000	180,000	180,000	180,000	180,000
		3.3.5 Design and implement quality assurance and accreditation system and procedures.	71400	Contractual Services - Individual	month	2,500	288	720,000	180,000	180,000	180,000	180,000
		3.3.6 Design and implementation of e-learning and distance learning modules.	71600	Travel	month	12,000	48	576,000	144,000	144,000	144,000	144,000
		3.3.7 Strengthen the library and information management.	72100	Contractual Services - Companies	#	300,000	8	2,400,000	600,000	600,000	600,000	600,000
		3.3.8 Improve and update campus infrastructure development and facility management system.	72200	Equipment and Furniture	L_sum	160,000	1	160,000	100,000	60,000		
		3.3.9 Promotion of regional cooperation	72300	Materials and Goods	year	120,000	4	480,000	120,000	120,000	120,000	120,000
			72400	Communication & Audio Visual Eqmpt	year	60,000	4	240,000	60,000	60,000	60,000	60,000
			72500	Supplies	month	5,000	48	240,000	60,000	60,000	60,000	60,000
			72800	Information Technology Eqmpt	L_sum	120,000	1	120,000	80,000	40,000		
			73200	Premises Alterations	L_sum	4,350,000	1	4,350,000	2,500,000	1,300,000	250,000	300,000
			74200	Audio Visual & Print Production Costs	year	90,000	4	360,000	90,000	90,000	90,000	90,000
			74500	Miscellaneous Expenses	month	5,000	48	240,000	60,000	60,000	60,000	60,000
			75100	Facilities & Administration		GMS @ 7%		1,347,462	505,656	337,054	250,495	254,258
		3.4 Building operational capacity of RTCs & PTCs.	71300	Local Consultants	month	2,500	480	1,200,000	300,000	300,000	300,000	300,000
		3.4.1 Design and implement suitable organisational structures for RTCs and PTCs.	71400	Contractual Services - Individual	month	2,500	2,400	6,000,000	200,000	600,000	2,000,000	3,200,000
		3.4.2 Design a responsive training management and delivery system in RTCs and PTCs	71400	Contractual Services - Individual	month	1,500	6,528	9,792,000	2,448,000	2,448,000	2,448,000	2,448,000
		3.4.3 Design and Implement e-learning and distance learning capability including library and information documentation	71600	Travel	month	7,000	48	336,000	84,000	84,000	84,000	84,000
		3.4.4 Improve and update campus infrastructure and facilities development at RTCs	72200	Equipment and Furniture	L_sum	140,000	1	140,000	80,000	60,000		
			72500	Supplies	month	3,500	48	168,000	42,000	42,000	42,000	42,000
			73200	Premises Alterations	L_sum	3,500,000	1	3,500,000	2,000,000	1,500,000		
			74200	Audio Visual & Print Production Costs	year	70,000	4	280,000	70,000	70,000	70,000	70,000
			74500	Miscellaneous Expenses	month	3,500	48	168,000	42,000	42,000	42,000	42,000
			75100	Facilities & Administration		GMS @ 7%		1,624,602	396,366	367,333	375,290	465,613
						Sub-Total Output	3	50,245,161	15,437,636	12,889,248	10,297,849	11,620,430
						A. Development Activities Total		106,649,462	25,064,517	28,619,356	26,821,606	27,144,087

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National Institution Building Project : Multi-Annual Budget Sheet

B. Other Project Cost	Acc. Code	Budget description	Planned Budget				Schedule of disbursement			
			Unit	Unit cost	Quantity	Total Amount	Year 1	Year 2	Year 3	Year 4
Recurrent Costs	71100	Staff (Project Manager - 1, Deputy Project Manager - 1, Component Manager - 2, Project Implementation Coordinator - 2, Operations Manager - 1, Project Officer - 2, Support staff - 12, Drivers and Guards	month	18,000	48	864,000	216,000	216,000	216,000	216,000
	71100	International Employee Costs	month	18,000	90	1,440,000	576,000	576,000	288,000	
	71200	International Consultants	month	16,000	12	192,000	48,000	48,000	48,000	48,000
	71300	Local Consultants	month	4,000	12	48,000	12,000	12,000	12,000	12,000
	71400	Contractual Services - Individual	month	4,000	144	576,000	144,000	144,000	144,000	144,000
	71400	Contractual Services - Individual	month	2,500	672	1,680,000	420,000	420,000	420,000	420,000
	71400	Contractual Services - Individual	month	1,000	1,152	1,152,000	288,000	288,000	288,000	288,000
	71600	Travel	year	24,000	4	96,000	24,000	24,000	24,000	24,000
	75100	Facilities & Administration	GMS @ 7%			455,226	130,065	130,065	108,387	86,710
	72200	Equipment and Furniture	L_sum	215,000	1	215,000				
	72300	Materials and Goods	L_sum	5,000	1	5,000		5,000		
	72400	Communication & Audio Visual Eqmpt	L_sum	10,000	1	10,000		10,000		
	72500	Supplies	month	5,000	48	240,000	60,000	60,000	60,000	60,000
	72800	Information Technology Eqmpt	L_sum	20,000	1	20,000		20,000		
	73100	Rental & Maintenance - Premises	month	10,000	48	480,000	120,000	120,000	120,000	120,000
73200	Premises Alterations	L_sum	50,000	1	50,000					
73300	Rental & Maintenance of IT Eqmpt	year	10,000	4	40,000	10,000	10,000	10,000	10,000	
73400	Rental & Maintenance of other Eqmpt	year	5,000	4	20,000	5,000	5,000	5,000	5,000	
74200	Audio Visual & Print Production Costs	year	10,000	4	40,000	10,000	10,000	10,000	10,000	
74500	Miscellaneous Expenses	year	10,000	4	40,000	10,000	10,000	10,000	10,000	
75100	Facilities & Administration	GMS @ 7%			87,312	36,128	18,817	16,183	16,183	
71600	Travel	year	8,000	4	32,000	8,000	8,000	8,000	8,000	
72100	Contractual Services - Companies	#	25,000	4	100,000	25,000	25,000	25,000	25,000	
74200	Audio Visual & Print Production Costs	year	50,000	4	200,000	50,000	50,000	50,000	50,000	
75100	Facilities & Administration	GMS @ 7%			24,989	6,247	6,247	6,247	6,247	
		Sub-Total Recurrent Costs			8,107,527	2,463,441	2,216,128	1,868,817	1,559,140	
Evaluation	71200	International Consultants	month	18,000	2	36,000			36,000	
	71300	Local Consultants	month	4,000	2	8,000			8,000	
	72100	Contractual Services - Companies	#	100,000	1	100,000				100,000
	75100	Facilities & Administration	GMS @ 7%			10,839	0	0	3,312	7,527
		Sub-Total Evaluation			154,839	0	0	47,312	107,527	
Audit	74100	Professional Services	year	25,000	4	100,000	25,000	25,000	25,000	25,000
	75100	Facilities & Administration	GMS @ 7%			7,527	1,862	1,862	1,862	1,862
		Sub-Total Audit			107,527	26,862	26,862	26,862	26,862	
		B. Other Project Costs Total			8,369,893	2,490,323	2,243,011	1,943,011	1,693,648	
		Grand Total (A+B)			115,019,355	27,554,840	30,862,307	27,764,517	28,837,636	

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