

## Kandahar Model Shows the Way for Community-Led Development in Afghanistan

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The UNDP-supported National Area-based Development Programme (NABDP) efforts in advancing a new model of community-led development has resulted in the successful implementation of vital infrastructure projects in the Kandahar province of Afghanistan,

has become known as 'The Kandahar Model'. Essentially, DDAs are directly involved with the identification, implementation and monitoring of priority projects, whilst guaranteeing the security of MRRD engineers and facilitators visiting their district. The model has

other provinces across Afghanistan. NABDP is a major UNDP initiative providing crucial support to the Afghanistan Ministry of Rural Rehabilitation and Development (MRRD) to lay the foundations for the reconstruction of rural Afghanistan in a relatively short time-



DDA members are discussing on their provincial priorities © NABDP photos

one of the worst-affected by poverty and security challenges. These projects are based on proposals finalized by the District Development Assemblies (DDAs).

In order to speed the delivery of urgently-needed infrastructure projects, NABDP piloted a new approach to community-led development which

proven to be a great success, with over 180 projects being completed so far in the province, amounting to almost 89% of the total number of projects which have been proposed by Kandahar DDAs.

NABDP intends to build on its success by applying local variations of the Kandahar approach to

frame.

The key to NABDP's success lies in how it combines community development at the district level with a strong focus on developing the capacity of MRRD at the provincial and national levels. This top-down, bottom-up approach empowers both communities and

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the government to work together towards sustainable reductions in poverty and improved livelihoods across Afghanistan.

In view of the contribution of NABDP to the MRRD, H.E Mohammad Ehsan Zia recently said, "The National Area Based Development Programme (NABDP) is one of the MRRD major programmes which is being supported by UNDP, enabling the Ministry to achieve its mandate".

NABDP was established in 2002, following an invitation from the Afghan Assistance Coordination Authority to UNDP to take the lead in developing and supporting a long-term rural reconstruction programme. Initially, Phase I of NABDP focused on 10 of Afghanistan's most severely war-affected regions through three major components: Immediate Recovery, Capacity Development and Macro-Economic Regeneration.

In Phase I of NABDP, from 2003 to 2006, 269 rural infrastructure projects, such as schools, clinics, roads and water systems, were successfully completed under the Immediate Recovery component. In addition, the Capacity Development component played a key role in

producing the MRRD Strategic Plan and in the recruitment and training of MRRD staff, while the Macro-Economic Regeneration component worked on regional development assessments for the Northern, Southern, Eastern and central regions of Afghanistan.

NABDP's Phase II begun in early 2006 and is planned to last until the end of 2008. The aim is to empower communities to articulate and address their needs and priorities in poverty reduction and livelihood improvement, and to continue building the institutional and technical capacity of MRRD so that it is better able to deliver rural development services.

In view of the increasing needs in other rural areas and concerns about equality between provinces, the scope of the activities now covers every province in the country. As part of the changes required for Phase II, NABDP expanded in size and restructured into four major components, each covering a major facet of the Programme's work: Community Empowerment, Implementation Support, Economic Regeneration and

Institutional Development.

The Community Empowerment (CE) component leads the way in facilitating community development through its work in establishing District Development Assemblies (DDAs), elected grassroots organizations which now cover 282 of the 408 districts (around 70%) of Afghanistan. These DDAs produce District Development Plans (DDPs) to guide donors and the Government of Afghanistan in planning development according to the needs and priorities of local communities.

As an example of this,

hopeful that this planning process will have key outcomes", he explained. This plan will attract the attention of donors to build water wells, intakes, water reservoir and roads for us, as a result of which insecurity and unemployment will end in our district."

The assistance of CE was also crucial to last year's Sub-National Consultation and Provincial Development Planning process, which led to the preparation of 36 Provincial Development Plans for the whole of Afghanistan.

The advancement of gender equality is a



four of the latest DDAs to be formed were in Kunar province of eastern Afghanistan, where Dr. Kairullah, a DDA member in Watapur district, spoke about their hopes for the DDP process. "We're very

major concern of the Community Empowerment component. The participation of women is required for DDAs to be formed, with 27% of DDA members being women.

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The CE component is responsible for mainstreaming gender across the work of NABDP.

Projects identified through DDAs are implemented with the assistance of the Implementation Support component of NABDP, which coordinates the work of MRRD units such as the Rural Infrastructure and Technical Service (RITS), the Procurement Department, and the Monitoring and Evaluation Department with local communities to achieve rapid completion of priority projects. Close to 280 rural infrastructure projects have been completed in 2007 alone. Implementation Support also builds the capacity of the MRRD through the setting up of regional Ministry offices and the introduction of improved systems and procedures such as Project Cycle Management.

***"We're very hopeful that this planning process will have key outcomes"***

*Dr. Kairullah, a DDA member in Watapur district*

Building Afghanistan's economy is crucial for future stability and poverty reduction, and NABDP addresses this need through its Economic Regeneration component, which has developed economic potential profiles for every province in the country as part of its work on Regional Rural Economic Regeneration

and with the various MRRD departments to produce annual operation plans.

As well as working at the national level, an assessment of the capabilities of the provincial MRRD offices has been carried out. Furthermore, capacity building for national staff through training pro-

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## **The Institutional Development (ID) component contributes to strengthen the MRRD's institutional capacity and the technical capabilities of its staff**

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Strategies (RRERS). This component has also produced sub-sector/value chain analyses and business plans for selected provinces, which aim to provide enhanced income and employment generation for rural people.

The Institutional Development (ID) component contributes to strengthen the MRRD's institutional capacity and the technical capabilities of its staff. The component has worked closely with the Ministry to develop an overall strategic intent

(DIAG), Counter-Narcotics Trust Fund (CNTF) and RuWatSan (Rural Water and Sanitation) to implement development projects.

These successes have been achieved despite a number of major challenges and obstacles. The initial low institutional capacity of MRRD has been overcome to a great extent through the work of the Institutional Development component, but much work remains to be done in this area.

The low capacity of contractors has proven to be much more of a problem, resulting in lengthy delays in the implementation of some projects.

The projects has, at times, had to face social conflicts at the district level over which projects are to be prioritized, often requiring Programme staff to act as mediators.

On occasions, poor security, particularly in the south of Afghanistan, has delayed or halted NABDP activities, although the use of security guarantees from local communities has allowed projects to go ahead in areas previously though to be too insecure for development.

grammes is a major area of work for the ID component, which has conducted short-term training on various themes, including development of trainers, within the Ministry. It has also developed training materials in Dari (for example, on Project Cycle Management) for its planned activities in all regions in Afghanistan.

In addition to these components, NABDP cooperates with other major initiatives, such as Disarmament of Illegal Armed Groups

*Civil Service Leadership Development (CSLD) Project*  
**500 Afghan Civil Servants Receive Training in  
Managerial and Leadership Skills**

The Civil Service Leadership Development (CSLD) Project has, to date, trained 500 senior civil servants drawn from 24 ministries and 6 independent agencies of the Government of Afghanistan. The training has been imparted as part of the Top Leadership Programme (TLP), the Senior Leadership Programme (SLP) and the Emergent Leadership Programme (ELP).

UNDP Afghanistan, as one of its key mandates in fostering Democratic Governance and capacity development, has been supporting the Independent Administrative Reform and the Civil Service Commission (IARCSC), under the Civil Service Leadership Development (CSLD) project, since May 2005.

One of the key long-term objectives of the IARCSC of the Government of Afghanistan is to support the development of an efficient and merit based Afghan Civil Service with professional capacity and service-oriented institutional culture, required to serve the Government in its delivery of service to facilitate national reconstruction and develop-

ment programmes. A necessary initial step in this long-term process will be the creation of a cadre of professional leaders with modern managerial and administrative expertise and strategic vision required to perpetuate such a culture.

The Government's aim of restoring peace, creating stability, and enabling a successful, nationally owned process of reconstruction and development through out the country requires the rapid re-establishment of a competent and efficient civil service.

The project seeks to address the training deficiency of senior civil servants by training top civil servants in core



*Top Leadership Programme (TLP)- 2 participants in working session*

competencies of public sector management, to enhance their ability of implementing the national development plans of Afghanistan. A series of training and coaching programmes have been carried out in the past two years, for top, senior and emergent leadership of the civil service, drawn from central ministries and agencies, and some provincial offices.

The other objective of the CSLD project is to build the operational capacity of the Afghan Civil Service Institute. The project will use the

achievements and experiences gained through the training delivery, to build a sustainable training capacity that will respond to the needs of the Afghan Civil Service. In this regard, series of multifaceted activities will be implemented to enhance the operational capacity of the Afghan Civil Service Institute (ACSI).

The Governance Sector Strategy of the Afghanistan National Development Strategy (ANDS) commits itself to encouraging performance-oriented institutions to promote progressive social change. The CSLD project is well positioned to support this mammoth task and contribute to the reconstruction and state building process. This human resources challenge is particularly acute at the senior management level.



*SLP-1 Participants working on master strategic plans*

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### What CSLD participants say about the training programmes

*Mrs. Noorzia Koohistani* Director of Research and Policy Development in MRRD who participated in civil service leadership development course, group SLP -2, said she always shared her knowledge with another colleagues especially with her subordinates. She said that the CSLD trainings were important for her because she acquired important knowledge and skills to manage her work more efficiently. She now can better manage time, develop staff capacity, better organize her office, manage and conduct meetings, and measure results of her department. She mentioned that the leadership development course specially helped her to set priorities, communicate with her staff and clients effectively.



*Mr. Abdul Karim Nawrozi*, Head of Audit Directorate in the Ministry of Interior, who participated in the SLP -2- of the CSLD programme, said he had participated in several short and long-term training programmes in the past. However, the concepts and skills he learned from the CSLD training programme are practical and directly applicable to his work. Topics such as work planning, personal development plans, time management, strategic planning, were the once he mentioned can easily be applied to his work environment.



Many of the top civil servants have significant gaps in competencies, understanding and awareness of good governance, modern leadership and public management principles.

As a result of the focused training and coaching programmes delivered in the past years, significant number of the senior leaders who participated in the training have shown progress in im-

proving the working systems of their ministries and agencies. Besides, some of the participants who took part in the CSLD training programmes have conducted in house training programmes in their own offices to impart the skills and knowledge they gained to their colleagues. An independent evaluation has been conducted to assess the impact of the CSLD training programmes. The findings so far indicate that there

is a high level of satisfaction within the addressed target group. The comments of civil servants who participated in the training programmes are overwhelmingly positive in regards to the quality, design, and implementation of the SLP and ELP courses.

#### Plans for 2008

The CSLD project, based on the achievements it has registered in the previous years' is

planning to implement in 2008, an interrelated set of activities that are aimed at strengthening the support for the public administrative reform that the Government of Afghanistan is currently implementing, and creating a sustainable capacity in the Afghan Civil Service Institute.

Introducing the *Senior Leadership Competency Development Training Programme (SLCDP)* is a major goal of the .....

## Kunduz Pilots New Approach To Disaster Management Planning

Come spring, the Kunduz province is expected to be lashed by torrential rains resulting in massive floods. Weathermen anticipate this scenario in view of the recent heavy atmospheric precipitation resulting in heavy snowfall in lofty mountainous terrains and highlands. Snow cover over the top of Varsaj, Chal, Bangy and Eshkamish mountains form the main sources of Amu, Kokcha, Bangy and Baghlan Rivers which flow through Kunduz Province and drain 200 000 acres of land in the province. Deforestation, overgrazing of pastures and unplanned exploitation of sand, gravel and exploitative mining activity in the region has further accentuated the threat of floods in the province.

According to Engineer Khalilullah 'Amini', Director of Water Regulation Department, Kunduz have never experienced such a harsh winter with such a heavy snowing in last 50 years. Taking into consideration weather and temperature fluctuation three type of devastating flood scenario could be visualized: Both rain and melting of snow in high land in the immediate vicinity of the province will trigger

widespread floods in early spring (15 April-end of May/ End of Hamal-End of Jawza) and cause loss of human lives and property; melting of snow in the eastern mountainous terrain in early summer (5 June-5 July/15 Jawza-15 Saratan) will set off another season of

and future disasters, have already expressed their concerns in this regards.

The United Nations Development Programme (UNDP)-supported Comprehensive Disaster Risk Reduction Programme (CDRRP), in partnership with Afghanistan National Dis-

Organisations and UN agencies in the province.

A total of six ANDMA Master Trainers and CDRRP Training specialists, identified at the Training of Trainers Workshop held in Kabul in August 2007, led the Kunduz PDMP process where multiple government departments and sector-specific organizations presented their newly produced sector plans.

Over 30 participants from governmental departments, national and International non-governmental organizations and UN agencies attended the workshop. After reviewing and proposing necessary changes in the draft sectoral DMP, a joint delegation from UNDP-CDRRP and ANDMA facilitated the presentation of newly produced sectoral disaster management plans. The presentation witnessed active participation of provincial authorities and other stakeholders who raised a series of questions as to the text and contents of the plans. Their comments were integrated into the draft PDMP. The final plan will be sent to the provincial governor and the Provincial

### **ECHO in Afghanistan**

*The European Commission's Humanitarian Aid department (ECHO) has been active in Afghanistan since 1992 to support the people affected by the long-standing Afghan crisis and the victims of natural hazards. Due to its mountainous terrain and continental climate, Afghanistan is a country susceptible to natural disasters, such as flooding, earthquakes, landslides and drought cycles. The recent drought which lasted from 1998 to 2004 and in 2006, was one of the worst ever recorded. As a result, since 1998, ECHO has allocated over €120 million to help victims of these natural hazards. In January 2007, the Commission adopted a new decision of €18 million for Afghan people still affected by the conflict*

floods ; in case of a drastic micro-climatic change and dropping of temperature in early spring (this happened in 2005) the first period of floods will catch up with the second one and lead to the triggering of extremely devastating floods in early summer. Farming communities and households of the province, as the immediate victims of past, current

Disaster Management Authority (ANDMA) and European Commission's Humanitarian Aid department (ECHO) organized a workshop in Kunduz in January 2008 to streamline the Provincial Disaster Management Plan (PDMP) by integrating in the Plan the responsibility of all government departments, National and International Non-governmental

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Disaster Management Committee for approval.

A positive outcome of the workshop was the formulation of the Provincial Disaster Management Plan that has been completed with the active involvement of participating governmental departments NGOs and UN agencies. The bottom-up and participatory approach in producing the PDMP ensured that the plan reflected a diverse range of dominant priorities and inputs directly relevant to the Kunduz province.

The workshop highlighted some of the key gaps in terms of disaster management in Kunduz. Much like other parts of the country, Disaster Management in Kunduz is in an embryonic stage. In practice,



management activities from preparation down to response and mitigation stages.

Although the overall objective of the narrated train-

ing activities is to produce Provincial Disaster (all-inclusive disasters: flood, drought, earthquake, pest outbreak, landslides) Management Plan (all stages: normal, pre-disaster, during disaster and post-disaster), the newly produced PDMP will be tested in terms of preparedness and response plan against the forthcoming floods which are depicted in the two first paragraph of the article.

disaster management does not go beyond emergency response during disaster. Disaster Mitigation is considered as a separate issue rather than an integrated part of the provincial development plan. And, until recently, the Provincial Disaster Management Committee existed only on paper and need to be transform to a proactive and responsible office.

The Kunduz PDMP, once approved, will be shared with all departments and organizations who in some or other way contributed to its formulation. The plan will be implemented under the leadership of the Disaster Management Committee, and in partnership with all players in disaster management sector.

The Kunduz PDMP is expected to pave the way for a coordinated approach in the whole spectrum of disaster

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### **...500 Afghan Civil Servants Receive Training in Managerial and Leadership Skills**

...project for the current year. The SLCDP is a comprehensive high-level training programme, which is designed to equip civil servants who will be assigned in the leadership positions, with the skills required to manage efficiently complex public sector operations.

The course will be used to assess the competency of individuals who are currently holding

leadership positions and those who will be assigned to such positions in future.

The target group for this training programme are senior civil servants who are currently holding policy formulation and decision making responsibilities in various public sector institutions, and would be appointees to such positions in the future.

The CSLD project has been working in the last two years to ensure that the delivery of leadership training programmes is sustainable. Efforts are underway to adapt and integrate the CSLD training modules to the needs of the Afghanistan Civil Service Institute.

The project will implement, in the coming years, series of sequenced and coordinated activities to build

the operational capacity of the ACSI, in the following functional areas: Set up efficient administrative structure and management system; Build the training management capacity of the institute; Building a well functioning library and documentation center; Setting up a training materials production center.

## Youth Exchange of Friendship

The 346 bags each had a huge *L, M* or *S* (large, medium, small) marked on them and the new jackets, shoes, scarves and school bags were snuggled together with sports equipment in the back of the huge trucks. The gifts were for the teachers and female students of the two *Afghans4Tomorrow* schools in Kabul. They were organized by a few Canadian students who wanted to make friends with youth from Afghanistan.

Although not part of the Joint National Youth Programme this activity was supported by the UNDP JNYP staff. The Canadian youth and the Afghan youth wanted to learn about each other

and we were pleased to be the go betweens.

As the vehicles pulled out of our office driveway the security guards and cleaners, inside and

### **OFF-BEAT**

outside (8) waved them on. All will have a story to tell their families about the goodness being shared between two groups of youth from two countries. All will have a story to tell about how they each helped in packing the clothes, just right, for each girl to receive with pride.

When the vehicles arrived the sun was shining but it was about minus 18 C, the typical

January Day in Kabul. It was a day where the warm coats, shoes and scarves were welcomed to fight the freezing air. The birds were singing and the snowy white mountains around Kabul were standing protectively around us. It was a wonderful day.

Little hands, medium hands and larger hands grasped the gifts and with the other hand held a letter from a student in English.

With excitement in her voice, one girl immediately began reading her letter from Canada aloud to the others. Her voice was strong and all others listened. Some understood and some did not. The girls knew

these words were from friends from another country. Really not that far away in bringing thoughts together. Distance was not present at that moment of sharing.

Then it was over. The truck returned empty to where it started from. The Afghan students wrote letters back to the Canadian students to share some of their lives. These letters told the youth in Canada about another part of the world and that youth are youth no matter where one is.

We are given hope today because of these youth in two countries.

*(--Paulette Schatz)*



*A student is reading her Canadian friend's letter © Fezeh Hosseini*



Afghanistan

*UNDP is the UN's global development network, advocating for change and connecting countries to knowledge, experience and resources to help people build a better life.*

## Overview of UNDP in Afghanistan

**U**NDP has been present in Afghanistan since 1956, providing development assistance to the country and helping build the capacity of national institutions. During the Taliban regime, UNDP continued to provide assistance to communities throughout the country from its relocated offices in Islamabad. During that decade, UNDP delivered US\$200 million of assistance to Afghanistan. In early 2002, UNDP inaugurated its new office in Kabul.

The human development challenge for Afghanistan is enormous. According to Afghanistan's National Human Development Report (NHDR) 2004, the Human Development Index ranks Afghanistan at 173 out of 178 countries worldwide and its MDG indicators place it below the majority of Sub-Saharan African countries. The depth of poverty in Afghanistan is reflected consistently in all human development indicators, revealing a mosaic of a nation in need of sustained assistance. Not surprisingly, therefore, Afghanistan has been identified as a global priority for addressing the Millennium Development Goals.

UNDP operates within the framework of the integrated United Nations Assistance Mission to Afghanistan (UNAMA) and within the United Nations Development Assistance Framework (UNDAF). In December 2005, UNDP signed a three-year Country Programme Action Plan with the Government of Afghanistan focusing on three development areas: state-building, democracy and civil society empowerment and sustainable livelihoods. UNDP new Country Programme focuses on capacity development, national ownership and policy dialogue. UNDP aims to enhance government institutional capacity to deliver public services in an equitable and sustainable manner and to create an enabling environment for legitimate livelihoods.

The expected results are pursued in line with the Interim Afghanistan National Development Strategy (ANDS) objectives and benchmarks. In particular, UNDP supports the Government in achieving a number of development benchmarks in the field of security and the rule of law, administrative reform, transparency and accountability, local governance, political processes (elections and parliament), civil society empowerment, gender equality, human rights, environment and rural energy, the reintegration of former combatants into society, the implementation of the national counter-narcotics strategy, as well as rural development planning and private sector development.

All UNDP activities are undertaken in close collaboration with the Government of Afghanistan, sister UN agencies and other development stakeholders.

UNDP has built strategic partnerships with a number of government institutions such as the Ministry of Finance, the Ministry for Rural Rehabilitation and Development, the Ministry of Interior, the Civil Service Commission, the Independent Election Commission, the Afghanistan Independent Human Rights Commission and the Ministry of Women's Affairs. UNDP's top ten donor partners in Afghanistan are the US, the EC, Japan, CIDA, UK, Netherlands, Italy, Germany, Norway and the World Bank.

UNDP is thankful for the support and confidence lent by its national and international development partners.

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