

ANNUAL PROJECT REPORT 2007

United Nations Development Programme Afghanistan Civil Service Leadership Development (CSLD) [01-01-2007 – 31-12-2007]



“Health Break” session in one of the ELP training programmes, May 2007

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Executive summary

This report covers the main activities on the performances, achievements, and challenges faced in the implementation of the Civil Service Leadership Development (CSLD) project, during the year 2007. The report attempts to shed light on the overall context under which the project was implemented and its alignment to the broader development strategies of Afghanistan and its contributions to the outcomes of United Nations Development Assistance Framework for Afghanistan (UNDAF) 2006 - 2008, and the UNDP's Country Programme Action Plan (CPAP). It covers the implementation results of each of the outputs of the project during the year, and challenges faced and the lessons learned during the implementation process. Information on mobilization and utilization of financial resources is attached in the last part of the report.

One of the key long-term objectives of the Independent Administrative Reform and Civil Service Commission (IARCSC) 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 development programmes. A necessary initial step in this long-term process will be the creation of a cadre of leaders with modern managerial and administrative expertise and strategic vision required to perpetuate such a culture.

In order to support this effort, the Civil Service Leadership Development (CSLD) Project planned to train and develop the capacity of approximately 550 senior civil servants over a period of three years, and build the operational capacity of the Afghan Civil Service Institute, to guarantee the provision of need based training to the civil service. The target groups of the CSLD training programme were carefully selected to ensure that they have the potential for independently perpetuating capacity-building and reform processes in the field of public administration. The need to address these issues is particularly critical for those ministries, which will play a key role in ensuring the successful execution of the government's key priority programmes. The CSLD Project has thus been designed to assist the Independent Administrative Reform and Civil Service Commission (IARCSC) to implement in the design and delivery of a number of competency-based leadership development programmes intended to develop the core competencies of a promising group of key senior civil servants and junior civil servants.

The year 2007 was a very successful year for the project. The project successfully completed all the initially planned delivery of training and coaching programmes. The overall delivery of training and coaching activities in 2007 represent about 60% of the total deliverables of the project. Despite a number of challenges to the timely implementation of this ambitious plan, the CSLD Project managed to deliver all of the scheduled activities. In 2007, the project trained and coached 243 civil servants in leadership positions. That represented 116% of the planned training target group for the year. The project directly benefited 23 Ministries and 6 independent agencies. It is also worth mentioning that, 17% of the participants of the CSLD training programmes during the year are female civil servants drawn from various ministries and agencies. About 11% of the training participants came from provincial government institutions.

In early 2007, the project board approved a substantive revision of the project document to include a major output that is exclusively aimed at building the operational capacity of the Afghan Civil Service Institute, thereby extending the duration of the project by two more years. The new output 5 is fully funded by the Norwegian government. Preparatory activities in connection with the new output 5 were implemented in the reporting period.

Between March and December 2007, with the exception of those days when Ramazan was observed, the CSLD project delivered training and coaching programmes. The quality of the training and coaching schemes were of high standard as illustrated by its successful reception among the targeted beneficiaries. This has also been substantiated by the end of project evaluation report conducted by an independent evaluator. As coaching is a relatively new concept in Afghanistan, the CSLD project has been pioneer in testing this, and proved to be successful. The

CSLD team was therefore gratified to find that the project's national coaches were greatly welcomed in all ministries, enabling the project to implement a fairly demanding coaching cycle which focused on guiding the participants in implementing change management at the workplace.

The project also successfully implemented the organization of several alumni meetings in 2007, which attracted over 500 participants taking part in these conferences. The aim of such meetings is to reunite former participants of the CSLD courses, and other participants, in order to provide updates and facilitate dialogue amongst the alumni on latest developments in the area of Public Administration Reform. In the effort to increase its audience within the Afghan civil service, the project also initiated the electronic Civil Service Leadership Development Network (CSLD Network) to offer former participants and other interested civil servants a platform to exchange materials and information with their colleagues from the CSLD network.

2007 ended with the conduct of the CSLD Project's end of year review, in line with the establishment of an evaluation framework, and mid-term review earlier in the year. This review, which will be finalized in January 2008, will provide an overall assessment of the initial impact and the delivery of the CSLD training and coaching programmes. It will be essential for the quality control of the overall project delivery and will help in the design of need based training and capacity development initiative frameworks in 2008 and beyond.

Finally but importantly, the project successfully managed to secure in 2007 the total funding needed for the full delivery of the CSLD Project, including the newly added output 5, with the generous and timely financial support of its donors. In general the project implemented at a fast pace and is ready to continue its successful work with a restructured cycle of training and capacity development programmes for the Afghan Civil Service Institute (ACSI) in 2008.

I. Context

One of the biggest challenges Afghanistan currently faces is the need for comprehensive reform of its public administration system, especially in regards to the re-establishment of a competent and efficient civil service. The Governance Sector Strategy of ANDS states the following in regard to the Public Administrative Reform:

*"Our **Public Administrative Reform (PAR) program** will encourage performance-oriented institutions to promote progressive social change. Ministries and government agencies in both the centre and the provinces will be more efficient and effective, and a cadre of well-trained and competent professionals recruited on the basis of merit will staff them. Government machinery will be restructured and rationalized to reflect core functions and responsibilities clearly"¹*

The CSLD project is well positioned to support this mammoth task and contribute its share to the reconstruction and state building process. This human resources challenge is particularly acute at the senior management level. Many of the top civil servants have significant gaps in the competencies, understanding and awareness of good governance, modern leadership and public management principles.

There is an urgent need to address this gap at the leadership level because it poses a serious problem for the successful restructuring of the Afghan civil service. The CSLD project directly contributes to the fulfillment of the national government strategy. The project is intended to support the realization of the overall **UNDAF outcome 2, "Governance, Rule of Law and Human Rights"**, in close partnership with other UNDP projects and other agencies. Project resources have been applied towards achievements of **CPAP outcome II**, which is **"The Democratic state and government institutions strengthened at central and sub-national level"**, and **CPAP output II.1, "Public sector capacity strengthened through the development of civil service at national and sub-national levels"**.

Change in any institution can only be successfully produced if an enabling environment, that promotes targeted efforts to restructure working processes and introduce new principles of management, is created. One of the most important components in developing this environment is to ensure that leaders and managers within relevant institutions act as drivers and conduits for such change. For the leaders to play this role of leadership, they need to be equipped with the necessary managerial and leadership skills.

A new generation of civil servants can only be turned into successful agents of reform within public sector institutions if supported and guided by their leaders and superiors. The situation in many Afghan ministries today demonstrates that without committed and qualified leadership within these institutions there is a serious risk of losing momentum for reconstruction and development in the country. The CSLD project has thus been designed to assist the IARCSC to strengthen the capacities of key senior civil servants in priority national government institutions. The Project, launched in July 2005, is part of a broader UNDP initiative to build a new training and development focus for Afghanistan, leading up to the establishment of a premier national training institute, that caters for the training needs of civil servants in a continuous manner. It will address the training deficiency of senior civil servants to nurture a new civil service culture of transparency, accountability, equity, effectiveness and efficient service delivery, and will help establish the Afghan Civil Service as a professional, impartial and loyal servant of the Government and the people.

The Leadership Development project is composed of the following elements: i) a stream of

¹ Initial draft Governance and Public Administration Reform and Human Rights Sector Strategy 2008-2013, ANDS, October 2007, page 13.

training and coaching programmes to ensure ongoing learning in the workplace, ii) a networking and alumni initiatives iii) external development programmes and v) support for the operation of the ACSI². The participants for all the programmes are selected through a transparent merit-based application process based using a criteria determined by the Civil Service Commission.

Training Programmes

The training and coaching programmes mentioned as item (i) above constitute the project's core activity, and the project offers three distinct but mutually reinforcing streams of training and coaching programmes:

(1) Top Leadership Programme (TLP)

The CSLD project conducted two TLP courses for participants from key central agencies, selected to cover a mix of the most senior level civil servants as well as political appointees, such as Deputy Ministers and Provincial Governors. It provided an opportunity to the participants to work together on high level strategic and change management issues relating to leadership and management of the Civil Service and to set a leadership agenda for implementing change and reform across the Civil Service. It also covered key competencies related to leading change, strategizing and policy advising. This programme was offered early at the inception of the project.

(2) Senior Leadership Programme (SLP)

The Senior Leadership Programme aimed at those members of the target group who are in senior civil service leadership positions, and influence policy formulations. Its objective is to develop the leadership and management competencies required by senior civil servants to successfully support change and reform in the Civil Service and focuses in particular on competencies related to "Leadership" and "Strategic Planning". The contents of the training programme cover seven core competencies that are central to the success of leaders and managers in the public service. The training programme is practical and skill-oriented, and includes case studies and real life experience sharing and learning in its curriculum. The training programme is structured with an initial **two-week training** followed by a **six-week coaching** phase, then a **one-week** feedback and training session followed by another **six-week coaching phase** and a **final one week of examination and evaluation session**. Through the two intervening coaching phases of six weeks, the participants undertake an action-learning personal development plan (PDP) in their respective Ministries under the supervision and guidance of the national coaches of the project.

(3) Emergent Leaders Programme (ELP)

The Emergent Leadership Programme aimed at middle- level senior civil servants with high potential for advancement into the senior leadership positions. The curricula of the courses will cover seven core competencies that make up the core of a successful leader and manager in the public service. While similar in structure and approach to the SLP, the ELP is tailored to the needs of emergent leaders. Therefore, the focus for this target group centers on "basic office skills", "office management" and "self-management". The training programme is structured in a similar fashion as the SLP. Through the intervening coaching phases of six weeks, the participants undertake an action-learning personal development plan (PDP) in their respective Ministries.

² The CSLD project has since May 2007 been providing substantial support to the set-up and the operations of the new Afghan Civil Service Institute (ACSI). Using the momentum given by the completion of the physical structure of the ACSI, the project has been using Norwegian funds to deliver the needed technical assistance to render the Institute operational.

II. Performance review

Progress review

1. Overall progress towards the CPAP outcome and outputs(s)

The CSLD Project supports the broader development plan of the Government of Afghanistan. It contributes to outcome II of CPAP, which is strengthening the democratic state and government institutions at central and sub-national level. Specifically it supports output II.1 of CPAP, which is "Public Sector capacity strengthened through the development of civil service at national and sub-national level". The training and coaching programmes delivered in the past years directly provided necessary skills for senior civil servants at central ministries and provincial offices. In all the above listed aspects, in 2007 the CSLD Project provided full support to the ANDS benchmarks and UNDAF and CPAP outcomes and outputs.

2. Capacity development

The CSLD project's aims were to develop the leadership capacity of senior civil servants in key central ministries and provinces. 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 tremendous progress in improving 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. In addition to delivering focused training programmes to participants, the project has also conducted two comprehensive Training of Trainers (ToT) programmes to CSLD local trainers and trainers of the Civil Service Institute.

Due to the substitutive revision of the project and inclusion of the new output 5, focused attention has been given to developing the institutional capacity and training base of the ACSI. In this regard, the project has taken action to develop the future development plan of the institute and implement several inter-related capacity development initiatives to bring the institute to a level where it will cater efficiently to the training needs of the Afghan civil service. The most important task in this regard is to integrate and adapt CSLD training modules to the needs of ACSI. Arrangements have already been made to embark on this task, and to finalize most of the work by 2008.

3. Impact on direct and indirect beneficiaries

While the project implements a variety of activities, the CSLD training and coaching programmes are clearly at the core of the project's work. In order to measure impact of these programmes on the beneficiaries, that is the participants of the SLP and ELP training programmes, the project uses several evaluation tools. Some of these are built-in in the delivery of the training programmes' hence periodic evaluations and assessments have been made at different levels. These continuous evaluations and assessments allow the CSLD project to monitor the success, progress or potential challenges to the programmes.

The project is also in the process of finalizing an end of year review. The final report of the review will be completed in January 2008. The findings so far indicate that there is a high level of satisfaction within the addressed target group. The comments of the civil servants are overwhelmingly positive in regards to the quality, design, and implementation of the SLP and ELP courses. Additionally, it is clear that the relationships established between trainers/coaches and the participants are based on mutual trust and confidence. The large majority of the participants have conveyed their perception that they are greatly benefiting from the programmes as the programmes have provided them with tools they can directly utilize in their daily work, and enable

them in implementing changes to increase effectiveness and efficiency. Furthermore, in the draft evaluation report the observation is made that there appears to be positive changes of attitude between supervisors and subordinates.

Implementation Strategy review

1. Participatory/ consultative processes

The implementation approach of CSLD project has been consultative and involved the participation of several stakeholders in the preparation of action plans and scheduling of priorities. Right from the inception of the project, the IARCSC, as the major beneficiary and government counterpart has been actively involved in all aspects of the implementation of the project. The IARCSC provides an institutional centre within the Government of Afghanistan which assumes responsibility for the overall administration and oversight of the public administration reform process. Within the IARCSC, the Civil Service Management Department serves as the lead government institution in the design, coordination and management of training and development activities for civil servants.

The CSLD was initially housed within the IARCSC T&D department, then moved to the Afghan Civil Service Institute has managed to establish an excellent working relationship with its national host agency which is defined by a culture of continuous collaboration and feedback, which is fed by consultations which occur on an almost daily basis. Operating within the framework of IARCSC has enabled the project to set up focal points in 24 participating ministries, which greatly helped to facilitate the implementation of the CSLD programmes and also provide the project with valuable feedbacks.

In addition to the above collaborative efforts, the project, in the second half of 2007, has facilitated the formation of a Working Group for the implementation of the new output 5 of the project. The WG, is chaired by the Director General of the CSMD of IARCSC and has membership of all donors and other parties who have stake in the support for the operational capacity building of the CSI. Through such mechanism, it has been helpful to avoid duplication of efforts and coordinate activities in a more efficient and transparent manner.

2. Quality of partnerships

Partnerships have been successfully established at a variety of levels. As outlined in the preceding section, the location of the project office within the Afghan Civil Service Institute has allowed for the development of a very close and solid partnership with the project's host. In addition to this, working relationships have been established with almost all of the Afghan ministries, each of which has been formalized through the signing of a Memorandum of Understanding. This led to a deepening of relations with a number of ministries. The quality of the partnerships is largely one of great interest and very good cooperative spirit.

In addition to this, the CSLD project enjoys a very good working relationship with other donors who are working in the similar capacity development areas. Mention could be made about the excellent working relationship the project has with USAID/CDP project, and the EC, both of whom have projects geared at supporting the operational capacity of the CSI. Preliminary discussions and consultations have been made to collaborate with other UNDP projects in implementing CSLD activities.

3. National ownership

From the start, the project has focused on creating the ground for the national ownership of the project and its activities. The planning and set up of the project took into account at an early stage that the ultimate goal of the CSLD project will be to merge with the newly constructed Afghan Civil Service Institute (CSI). To facilitate this and to ensure that the project will successfully achieve this merger with a minimal transition period, the CSLD project office has transferred to the premises of Afghan Civil Service Institute in early 2007. The physical merger with the CSI is an important step to ultimately ensuring that the project continues to build national capacities through activities, which are grounded within the Civil Service Institute, and will allow for the continuation of training and coaching activities beyond the CSLD project life span.

Besides, the selection of participants for the training and programmes that are delivered through the CSLD project are coordinated and finally decided jointly with the IARCSC, thereby ensuring that the needs of the priority ministries and agencies are addressed in faster manner.

To facilitate the transfer of activities to the Civil Service Institute, CSLD has from the early stages of implementation, focused on working in a way that will integrate the project's results and achievements within the work of a completely nationally owned and run institution. Training materials produced were developed in Dari and designed in a manner that will allow national trainers to easily adapt and use them. Additionally, the project has already trained local trainers who will be part of the pool of Afghan trainers of the Civil Service Institute

4. Sustainability

The arrangements mentioned in the paragraphs above are indicators of the project's effort to guarantee the sustainability by transferring the successes and achievements of CSLD to the Civil Service Institute. Arrangements have been put in place to ensure that the training modules of CSLD project will be adapted and restructured to form the core-training curriculum of the CSI. Besides, the project is working with the CSI counterpart, to ensure that the CSI trainers have the required capacity and expertise to deliver the training programmes with the right quality, when the term of the project expires.

Management effectiveness review

1. Quality of Monitoring

The overall project implementation is monitored and guided by the Project Board. The Director of the Civil Service Management Department of IARCSC and his staff are involved in the support for the implementation of the project. In this context, the project's activities are monitored on an almost daily basis by the national host organization, which is also a main stakeholder of the project. Any recommendations or feedback received because of this close cooperation between the IARCSC T&D department and the CSLD is immediately addressed where appropriate within the implementation process.

The CSLD training programmes have an in-built monitoring, evaluation, and assessment tools that are used to gather feedbacks, before, during, and after the delivery of trainings. It has therefore been possible to continuously follow up on implementation progresses, and take necessary actions, when required. These evaluations are shared on a regular basis with the national counterpart providing transparency on the project's results. Recommendations received by and through this recurrent cycle of evaluations are constantly incorporated into the design and conduct of the training and coaching programmes. The end of year project review, that is currently conducted, used the already built up evaluation framework, and assessed the effectiveness of these tools.

2. Timely delivery of outputs

In conjunction with the international training provider, CSLD pursued an ambitious plan for the delivery of training and coaching programmes to approximately half of the project's overall target group in 2007. Despite a number of challenges to the smooth implementation of this ambitious plan the CSLD project managed to deliver each of the scheduled activities within the year. All activities planned under each of the outputs planned for 2007 were implemented, with the exception of output 3. Output 3, which was to implement an external development programme, for selected participants of the CSLD training programmes, was not implemented as planned during the year. This is because of the fact that the implementation of this output required more integration with the support that was planned for the CSI and also due to time pressure on the part of the local trainers who were to take part in the programme. This output will be implemented in 2008, in alignment with the activities that are planned for the support of CSI.

3. Resource Allocation

In 2007, the budget allocated for direct project development activities came to 88 % of the overall budget, while other project costs took up 12 % of the budget. As such, the proportion between the cost allocated for the development activities of the project and other indirect administrative costs indicate that substantial portion of the resources were used for activities that are directly related to programme implementation. This is a very good balance, clearly indicating that the majority of the funding disbursed for the project directly supports actual programme implementation.

4. Cost-effective use of inputs

The project took a particularly cost-effective approach to implementing the ambitious work plan it had set in the beginning of 2007. Although all the activities of the project were fully funded in 2007, implementation through out the year has taken extremely lean approach to the management of its activities and its operational costs. In view of the outputs and results aimed for and achieved, the staff component of the project was kept tight, and in line with this, the operational costs of the project including such generic elements as transport and various maintenance costs were kept to a minimum.

III. Project results summary

The following results were delivered based on the outputs in 2007:

OUTPUT 1: TRAINING PROGRAMMES ARE DEVELOPED AND DELIVERED TO THE TARGET GROUP

Annual Target/ Deliverables: Training programmes in place with ongoing delivery to participants. SLP – 90 in 2007; ELP – 120 in 2007

In 2007 it was planned to deliver training programmes both for the Senior Leadership and Emergent Leadership programme participants. The Project's Senior Leadership Programmes target civil servants at the level of Director Generals, Deputy Director Generals and Heads of Departments.

The Emergent Leadership Programmes train younger civil servants with the potential to assume leadership roles in the future. Over the project's duration, a total of 7 rounds of SLP and 8 rounds of ELP courses were planned to be organized. In 2007, 3 SLP courses and 4 ELP courses have been implemented, as scheduled. It was planned to train 90 participants in the SLP and 120 participants in ELP. The actual training delivered in 2007 accommodated 243 participants. That is 103 for the SLP and 140 for ELP. This is much higher than what was planned, and the performance is 116%. The major reason for higher performance in the delivery of this output was the popularity of the courses, and the aggressive recruitment and follow up process made by the project office. The support and commitment of IARCSC in this regard has also contributed significantly to this success.

Table A. **CSLD Training programme participants in 2007**

No	Training Programmes	Planned Number of participants	Actual Number of participants	Variance	Female Participants	Provincial Participants
1	SLP	90	103	+11 (114%)	11	16
2	ELP	120	140	+20 (116%)	30	10
	Total	210	243	+33 (116%)	41 (17%)	26 (11%)

The CSLD training and coaching programmes were delivered to participants that were selected from 23 ministries and 6 independent agencies. During the conduct and selection of the course participants priority was given to the selection of women and provincial participants. Based on the feedback obtained from participants the training programmes were found to be extremely relevant to the working conditions of the Afghan Civil service. Participants have expressed their satisfaction that the skills and knowledge they have acquired during the training sessions have significantly helped them to understand the challenges of change management, and accelerate the reform process that is underway in the ministries.

In terms of women and sub-national participation, during the year out of the total number participants who took part in both SLP and ELP training programmes, 41 (17%) of all participants were female, and only 26 (11%) of participants came from provinces. While the participation of women seems relatively fair by Afghan standard, and considering the low participation of women in leadership positions in the civil service, provincial participation was not as expected. The main reason for low participation from provinces is related to the nomination process. The agreed procedure for nominating candidates is through line ministries at the center. In most cases, line ministries give priority to their employees at the center rather than their provincial staff. On the other hand, the CSLD project office has received several requests from various provinces for provision of training to their staff. Since the project office does not have direct recruitment policy

from provinces, it was not able to respond positively to the requests from provinces. To address the training needs of provincial participants, in 2008, the CSLD project has planned to deliver training programmes exclusively aimed at provinces, in collaboration with other UNDP projects.

Throughout the year, all SLP and ELP training programmes were accompanied by a coaching scheme. As already mentioned above, the SLP and the ELP programmes were combined with extensive on-the-job coaching to maximize the actual impact of the training programmes and influence change at the work place.

To maximize the actual impact of the training programmes and influence change at the work place, in 2007, the project implemented all the coaching activities that were planned for both the SLP and ELP training programmes. All of the seven rounds to SLP and ELP training programmes delivered in the year received the required two sessions of coaching by the local trainers of the project.

Training of Trainers (ToT) Programmes

As part of the initiatives to ensure sustainability of the activities of the project and ensure national ownership, the CSLD project conducted a comprehensive Training of Trainers programme that covered five different sessions during the year. The target groups of these training sessions were the local trainers of the project and the CSI trainers. This is a key part of the CSLD project, which is intended to create a core group of Afghan trainers capable of delivering the full cycle of the training provided by the CSLD project. This is an important part of the national capacity development initiative, which will ensure the sustainability of the achievements of the project. The local trainers who successfully complete all the ToT sessions, and demonstrate capability of grasping the concepts will proceed to the next level of mentoring, which is planned for the 2008.

Revision and editing of training materials

The Senior and Emergent Leadership Programme training materials have been revised and updated based on the feedback and lessons learned from the training sessions of the previous year. The training modules were restructured to reflect the realities of Afghanistan and adapted to the needs of Afghan public service. The revised materials were expected to be used in the training sessions of 2007. However, due to the late submission of the materials by the international training providers, and the huge task of translations required, not all the modules were ready for all the training sessions conducted in 2007. The translation of the revised version of the materials into Dari language is almost complete and will be ready for use in 2008.

Training Methodology Guides

The training methodology guide for local Afghan trainers has been finalized. This guide was developed for the use in future by the Civil Service Institute trainers to equip them with a solid foundation in teaching and training methodologies, which can be applied in an adult learning environment. The finalization of this guide represents an important step in strengthening the capacity of the local trainers, which is essential in guaranteeing the sustainability of the achievements of the project. The guide has been translated into Dari language and will be used in the mentoring of the CSI trainers planned for 2008.

OUTPUT 2: CAREER DEVELOPMENT PROGRAMMES ARE DEVELOPED AND DELIVERED TO THE TARGET GROUP

Annual Target/ Deliverables: Alumni activities are in place and delivered to at least 800 people in 2007. The CSLD network is up and running reaching an increasing number of members in each electronic mailing

Alumni meetings

In 2007, the CSLD project continued with organizing a cycle of Alumni meetings. The Alumni meetings are, in essence, reunions, which bring together former participants of the CSLD courses to up-date them with latest developments in the area of PAR. The meetings focused on topics of

particular interest to Afghan civil servants. In all 6 Alumni meetings were organized to update participants in the following topics:

- Civil Servants Pay and Grade system
- The functions of Appeals Board of Commission
- The Public Service and Private Sector Development in Afghanistan
- Top Leadership Programmes in the Civil Service
- Human Rights and the roles of the Independent Human Rights Commission in Afghanistan
- The IARCSCS's Human Resources Policies and Review of the Public Administrative Reform

About 500 participants from several ministries and agencies took part in the Alumni meetings. Such meetings have proved to be a very good platform for exchange of experiences and good practices.

Although it was planned to organize 8 meetings, and attract 800 participants during the life of the project, the actual number of meetings organized were 6 and the participants attended these meetings were 500. The main reason for this is the problem of finding a well-versed resource person who is willing to make presentations in Dari language on issues of topical interest to a high-level audience. The project identified several topics that are of relevance to the civil service and the reform process, and approached several individuals, but in most cases, their responses were not positive.

CSLD Electronic network

The project started distribution of the Civil Service Leadership Development Electronic newsletter. This electronic network is expected to reach out to all former participants of the CSLD courses from Afghan ministries, some provincial administrations, and beyond. It provides them on a regular basis with information related to PAR in general and particulars relevant to the Afghanistan case, offering them a platform for the exchange of materials and information with their colleagues from the CSLD network. In 2007, the project managed to distribute the CSLD electronic newsletter, which covered the following topics:

- UNITAR Hiroshima Fellowship for Afghanistan
- Afghanistan National Development Strategy, in Dari
- Anti-corruption law, in Dari
- The Code of Conduct for Afghan Civil Servants, official Gazette (in Dari and Pashto)
- Information about Gender Mainstreaming
- Public Procurement Law
- Foreign and Private Investment Law of Afghanistan

The project will conduct assessments about the benefits of this modality of information dissemination in 2008, and will make appropriate adjustments.

OUTPUT 3: THE EXTERNAL DEVELOPMENT PROGRAMME IS DEVELOPED AND DELIVERED TO TARGET GROUP

Annual Target/ Deliverables: External development programmes have been organized to at least 15 – 20 people.

The objective of this output was to send outstanding participants of the CSLD training programmes to training institutions outside Afghanistan for skill upgrading and experience sharing purposes. However, with the new development in the scope of the project, that is, the approval of the substantive revision of the project and inclusion of a new output 5, it was found to be necessary to re-think about this output. Since, output 5 is exclusively aimed at supporting the operational capacity of the ACSI, the idea of sending participants who may not be able to contribute to the capacity development of the institute, did not seem to be in line with the overall objectives of the project. The delivery of this output will be aligned with the overall support that the project is planning to provide to the ACSI in 2008, and will be reformulated to accommodate

the activities that are related to the establishment of a twinning arrangement between ACSI and a reputed public administration institute in the region which can further facilitate the institutional development of ACSI.

OUTPUT 4: A PMU IS ESTABLISHED AND THE IMPLEMENTATION OF THE CIVIL SERVICE LEADERSHIP DEVELOPMENT STRATEGY MANAGED AND COORDINATED EFFECTIVELY

Annual Target/ Deliverables: The CSLD Project has moved to the new Afghan Civil Service Institute and fully established there. The CSLD Project develops an additional proposal as to provide additional funds and support to the CSI. The project engages to identify additional financial support.

The CSLD project moved its office to the ACSI by setting up all the required physical as well as security infrastructure. The PMU is operational in the new premises. The project completed the preparation of proposal and negotiation with donors for supporting the operational capacity of the ACSI. As a result of this, the project underwent a substantive revision to include the new output 5, which necessitated an extension in the project's life span. The Project Board approved the substantive revision in the second quarter of the year. All activities under this output have been implemented as per the schedule.

OUTPUT 5: SUPPORT TO THE OPERATION AND SET-UP OF THE AFGHAN CIVIL SERVICE INSTITUTE (CSI)

Annual target/ Deliverables: The Afghan Civil Service Institute has been successfully set-up and running. Phase out has been initiated to hand over to government

Preparatory works have been underway since the second quarter of 2007 in connection with implementation of activities under this output. The CSLD project has been in close dialogue with the government counterpart and other partners to map out implementation modality for this output. Due to the absence of clear implementation modality and duplication of activities with another donor, implementation of activities under this output was delayed. As a result of the repeated meetings and discussion, it was agreed to form a Working Group (WG) that will monitor the progress of implementation of the support for Civil Service Institute. The WG is chaired by the Director of the Civil Service Management Department of the IARCSC and has membership of all donors and implementing agencies who have stake in the support for the capacity building of the CSI.

The WG has approved a detailed action plan that shown clear divisions of responsibilities of all parties. The preparatory activities that started in early part of the 3rd quarter are now taking shape. In particular, the work of the short-term consultant's work on the strategic plan of the Civil Service Institute will be an effective guideline to streamline efforts in the coming years. Most of the activities under Output 5 of the Civil Service Leadership Project will be implemented in 2008. There is a strong sense of cooperation and renewed interest from the government counter-part, in the implementation of these complex capacity development initiatives for the Civil Service Institute.

IV. Implementation challenges

Project risks and actions

Security Related Issues

During the year 2007, the security situation in Kabul, as well as in the country as a whole, deteriorated dramatically, and the numbers of IED and other attacks in parts of Kabul have increased. Although there were no significant incidents that seriously disrupted the training programmes which were delivered by the project. However, the risk continues to exist if the situation continues to deteriorate, it may potentially have a negative impact on the training and implementation of other project activities. One reason for this is due to the current dependency of international trainers to facilitate training activities at the ASCI, whom may be reluctant to provide their services due to the security situation. Furthermore, if the security continues to deteriorate it may also have an impact on the accessibility for provincial participants attending the training in Kabul.

Project issues and actions

Recruitment Challenges and Staff Retention

CSLD project has been experiencing high turnover of staff during the year. Several experienced local trainers, which the project has invested in resigned to join other international organizations at significantly higher salary level. Due to the high fluctuation in the Afghan job market, particularly in Kabul, this trend does not show improvement in the near future. This will affect the long-term objective of the project, which is building the capacity of local trainers who will form the core group of trainers for the ACSI. The problem will also affect the project deliverables and causes postponement of activities, overburdening other staff with additional responsibilities, which may result in less efficient training and coaching delivery and support functions.

To mitigate this project will explore options for revising the salary payments and benefits, in the light of the outputs that are expected to be delivered in the coming years.

V. Lessons learnt and next steps

Lessons learnt and Recommendations

Clarity of Implementation Modalities

One of the major lessons that can be drawn from the delivery of outputs of the CSLD project for the year 2007 is the importance of having clear and unambiguous implementation modality. Such implementation modalities would enable project staff to move forward with next actions even if there is change of personnel. A case in point is the difficulty the project encountered in implementing output 3. Because of lack of clear guideline regarding procedure for the recruitment of candidates, criteria to be used for the recruitment, it became difficult to proceed with the implementation of the activities stated in the annual work plan. Most important of all, the absence of linkage between the deliverables of this output to the overall objectives of the project made it difficult proceeding with implementation of the activities.

Coordination of Donor Activities

It has become evident during the year, in particular with regard to the implementation of output 5 of the project, which the USAID/CDP project had similar activities to implement regarding the support for the capacity development of the ACSI. This created temporary delays of implementation under the output 5, however solved in a constructive manner. However, if it had not been addressed in a timely fashion, it would have resulted in unnecessary duplication of efforts and unwise use of resources. The problem was resolved by producing a joint implementation plan, which clearly indicated the responsibilities of all parties and timeline for implementation. In addition, to the preparation of the joint action plan, a coordination mechanism was set up to monitor and follow up the progress of implementation. This was achieved through series of meetings, discussions and dialogue with all concerned parties.

VI. Financial status and utilization

Financial status

Table 1: Contribution overview [May 2005 – April 2009]

DONOR NAME	CONTRIBUTIONS		CONTRIBUTION BALANCE
	Committed	Received	
UNDP Core	456,231	456,231	-
UNDP DGTTF	100,000	100,000	-
Norway	3,929,686	2,484,415	1,445,271
AUS	2,011,835	2,011,835	-
Germany	382,494	382,494	-
Switzerland	700,000	700,000	-
TOTAL	7,580,246	6,134,975	1,445,271

Table 2: Funding status (as of the end of the year 2007)

DONOR NAME	RECEIVED	EXPENDITURES			PROJECT BALANCE	EARMARKED	AVAILABLE FUNDING (as of 1 Jan of 2008)	REMARKS
		Period Prior to the Reporting Year	Reporting Year Only	TOTAL				
UNDP Core	456,231	348,123	102,261	450,384	-	-	UNDP Core funds cannot be transferred from one fiscal year to another.	
UNDP DGTTF	100,000	96,258	-	96,258	3,742	-	DGTTF funds to be spent in one year.	
Norway	2,484,415	430,495	483,202	913,697	1,570,718	1,570,718	NOK 13,5 mil earmarked to output 5 (apx. USD 2,268,907). Two instalments (USD 1,115,702) were received in 2007.	
Australia	2,011,835	745,441	1,064,501	1,809,942	201,893	201,893	-	
Germany	382,494	377,617		377,617	4,877	-	Unutilised funds from the Government of Germany has been re-transferred.	
Switzerland	700,000		210,200	210,200	489,800	489,800	-	
TOTAL	6,134,975	1,997,934	1,860,164	3,858,098	2,271,030	2,262,411		

Financial utilization

Table 3: Annual expenditure by activity [1 January – 31 December]

Activity	BUDGET 2007	EXPENDITURES	BALANCE	DELIVERY (%)
Activity 1 PMU Establishment				
Activity 2 TLP design	59,119	16	59,086	0%
Activity 3 PMU operating cost	859,657	812,410	47,247	95%
Activity 4 Training Programmes	1,124,111	914,901	209,210	81%
Activity 5 Network and Alumni & Mentoring Programme	6,501	21,687	(15,186)	334%
Activity 6 Training Resources Center	27,400	23,237	4,163	85%
UNDP GMS 5%	104,290	87,895	16,395	84%
Total	2,181,078	1,860,164	320,914	85%

Table 4: Annual expenditure by donor [1 January 2007 – 31 December 2007]

DONORS	ACTIVITY (as in ATLAS)	BUDGET [2007]	EXPENDITURES	BALANCE	DELIVERY RATE (%)	REMARKS*
UNDP	ACTIVITY3: PMU Operating Cost	95,276	102,261	(6,985)	107%	
GMS 0%						
Subtotal [UNDP]		95,276	102,261	(6,985)	107%	
Australia	ACTIVITY1: PMU Establishment		-	0	N/A	
	ACTIVITY2: Top Leadership Program Design	-			N/A	
	ACTIVITY3: PMU Operating Cost	387,500	275,937	111,563	71%	
	ACTIVITY4: Training Programme	760,754	710,051	50,703	93%	
	ACTIVITY5: Network Alumni & Mentoring Programme	6,501	2,033	4,468	31%	
	ACTIVITY6: Training Resources Centre	27,400	23,237	4,163	85%	
GMS 5%		62,219	53,225	8,994	86%	
Subtotal [Aust]		1,244,373	1,064,501	179,873	86%	
Norway	ACTIVITY2: Top Leadership Program Design	59,119	16	59,103	0%	
	ACTIVITY3: PMU Operating Cost	375,881	434,207	(58,326)	116%	
	ACTIVITY4: Training Programme	82,357	5,182	57,538	6%	
	ACTIVITY5: Network Alumni & Mentoring Programme	19,654	19,654	-	N/A	
GMS 5%		27,229	24,160	3,069	89%	
Subtotal [NOR]		544,586	483,202	61,384	89%	
Swiss	ACTIVITY3: PMU Operating Cost	1,000	5	995	1%	
	ACTIVITY4: Training Programme	281,000	199,685	81,315	71%	
GMS 5%		14,842	10,510	4,332	71%	
Subtotal (Swiss)		296,842	210,200	86,642	85%	
TOTAL		2,181,078	1,860,164	320,914	85%	

Annexes

Results and Resources Framework