

Government of Islamic Republic of Afghanistan

United Nations Development Programme

Afghanistan Sub-national Governance Programme (ASGP)

The Afghanistan Sub-national Governance Programme (ASGP) will play a key role in developing capacity and systems to ensure effective implementation of the governance strategies outlined in the Afghan National Development Strategy and the Afghanistan Compact addressing the challenges identified for sub-national governance. The programme has three major components and one support component:

- i) Support to central government agencies responsible for formulating and implementing sub-national governance policy and developing the legal and regulatory framework. This support will focus on developing awareness on the functions of the central government, facilitating national dialogue on sub-national governance, and technical support to key ministries.
- ii) Support to the government's public administration reform strategy to build institutional and administrative capacities in provincial and district administrations to manage basic service delivery through reforming organizational structures, streamlining management processes, developing essential skills and knowledge of civil servants and improving management of public service delivery.
- iii) Support for the development of representation and participation in sub-national governance by strengthening the capacity of provincial councils, supporting knowledge sharing and exchange among provincial councils and conducting awareness-raising and civic education campaigns to help citizens participate in conflict-sensitive governance.
- iv) Provide support on strengthening national capacities in programming, administrative management, financial management, systems design to enable GOA counterparts in transition to full national implementation of the programme within three years.

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UNDAF Outcome:

- By 2008, an effective more accountable and more representative public administration is established at the national and sub-national levels, with improved delivery of services in an equitable, efficient and effective manner

UNDAF Outcome Indicator(s):

- Framework for rationalisation of ministries/agencies developed and implemented.
- Number of agencies that have successfully undergone PRR
- Civil service-wide training programme designed and delivered.

Expected Country Programme Outcome:

The democratic state and government institutions strengthened at national and sub-national levels to govern and ensure the delivery of quality public services including security with special attention to marginalized groups.

MYFF Service Line and Goal:

MYFF Goal on Fostering Democratic Governance and MYFF Service Line 2.6 (Decentralization, local governance and urban/rural development) and 2.7 (Public administration reform).

Expected Country Programme Outputs:

Public sector capacity strengthened through the development of civil service at the central and sub-national levels, the establishment of accountability mechanisms and the enhancement of information management for better service delivery.

Implementing Partner:

United Nations Development Programme (UNDP) Afghanistan

Responsible Parties: Office of Administrative Affairs (OAA)

Ministry of Interior (MOI)

Independent Administrative Reform and Civil Service Commission (IARCSC)

United Nations Assistance Mission in Afghanistan (UNAMA)

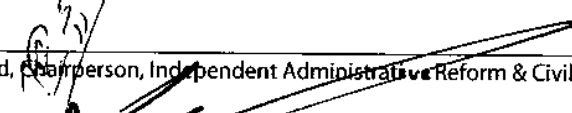
Programme Period: November 2006 – December 2011
Programme Component: Democratic Governance
Project Title: Afghanistan Sub-national Governance Programme (ASGP)
Project ID: 00051486
Project Duration: 5 years
Management Arrangement: Direct Implementation Modality (DIM)

Budget	US\$ 41,183,180
General Management Support Fee @5%	US\$ 2,059,159
Total budget:	US\$ 43,242,339
Allocated resources:	
• Government	
• Regular UNDP Core	US\$ 680,000
• Other [including in-kind]:	
• In kind contributions:	n/a
Unfunded budget:	US\$ 42,562,339

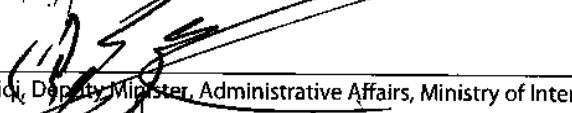
Agreed by:


H.E. Dr. Farooq Wardak, Minister of State for Parliamentary Affairs & Director General, Office of Administrative Affairs & the Council of Ministers' Secretariat

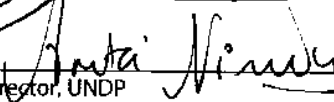
Agreed by:


Dr. Ahmad Mushahid, Chairperson, Independent Administrative Reform & Civil Service Commission

Agreed by:


Mr. Abdul Malik Sedici, Deputy Minister, Administrative Affairs, Ministry of Interior

Agreed by:


Ms. Anita Nirody, Country Director, UNDP

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ACRONYMS

ADB	-	Asian Development Bank
CD	-	Capacity Development
CDC	-	Community Development Committees
CP	-	Country Programme
CPAP	-	Country Programme Action Plan
CSLD	-	Civil Service Leadership Development Programme
DFID	-	Department for International Development
EC	-	Executive Committee
GoA	-	Government of Afghanistan
IANDS	-	Interim Afghan National Development Strategy
IARCSC	-	Independent Administrative Reform and Civil Service Commission
M&E	-	Monitoring & Evaluation
MOF	-	Ministry of Finance
MOI	-	Ministry of Interior
MYFF	-	Multi Year Funding Framework
NGOs	-	Non-Governmental Organizations
OAA	-	Office of Administrative Affairs
PAR	-	Public Administration Reform
PC	-	Provincial Council
PDC	-	Provincial Development Committee
PRR	-	Priority Reform and Restructuring
PRTs	-	Provincial Reconstruction Teams
RIMU	-	Reform Implementation Management Units
RTC	-	Regional Training Centres
UN	-	United Nations
UNAMA	-	United Nations Assistance Mission for Afghanistan
UNDP	-	United Nations Development Programme
UNV	-	United Nations Volunteers
USAID	-	United States Assistance for International Development

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Part I. Situation Analysis

Sub-national governance in its historic perspective

Despite years of war and destruction of Afghanistan's social fabric, a resilient, albeit dysfunctional bureaucratic structure has persisted at the sub-national level. Although most state institutions are highly centralised, the realities imposed by rugged topography, ethnic diversity and related power tradition, have resulted in countless local societies. These local societies are often quite disconnected from their more distant neighbours and, historically, the central government has had only limited direct control over them. This situation was further exacerbated after the fall of the Taliban in 2001, when most civil servants came under the control of local leaders. Despite measures taken by the central government to re-assert control over the provinces, the myriad local power structures, in particular at the district level and below, remained to a large extent unaffected by the politics of the Government in Kabul.

In responding to this, the implementation of a strategy to move the Public Administration Reform (PAR) process out of the capital has been initiated. This PAR strategy focuses on improving the existing deconcentrated administrations at the provincial level, and at the same time strengthening central control over local operations. While the process of building national institutions has only begun to take hold, addressing the needs of the sub-national administration is an essential part of the political process of institution-building that is required to enhance and sustain the legitimacy of the new state throughout the country.

In 2001 levels of basic services and social indicators in Afghanistan were amongst the worst in the world. Post-conflict Afghanistan has inherited a dire situation with public services largely non-functional. Hence, the government emphasizes the critical importance of ensuring adequate basic services for the population. While considerable progress has been made in the past three years the country still lags behind in terms of basic social services (e.g. education, health and water) and quality is far from satisfactory. Afghanistan lags behind other countries at similar levels of development on most development indicators which is further compounded by large gender gaps. The lack of basic infrastructure, e.g. health care facilities, schools, surfaced roads and power has been highlighted by local bodies as one of the main challenges faced in the delivery of services.

Consequently, Afghanistan's National Development Strategy has confirmed a strategy of continuing to build strong central government while also strengthening the provincial and district administrations to provide efficient services. At the same time, the government of Afghanistan is committed to making state institutions more accountable and responsive to the people, and to strengthening citizen participation in the political process and local decision-making. Strengthening local government is seen as an essential instrument for eradicating poverty and thus building the foundations for strengthening local democracy.

Constitutional Provisions for Sub-national Governance

According to the Constitution, the province is the main local administrative unit. Article 137 specifies that the government, while preserving the principles of centralism, shall transfer necessary powers, in accordance with the law, to local administrations in order to accelerate and improve economic, social as well as cultural matters, and foster peoples' participation in developing national life. The Constitution recognizes and identifies three major objectives and obligations towards sub-national governance:

1. *The creation, promotion and implementation of democracy including representative elected bodies at national, provincial, district and village levels.* Establishing effective democratic governance at all levels of the Afghan state is therefore a fundamental objective and obligation.
2. *The creation, promotion and implementation of reform, development, and reconstruction, including major services and infrastructure.* This includes a range of development and reconstruction programmes that can only be properly implemented through the coordinated involvement of competent governmental institutions at all levels.

3. *The implementation of comprehensive administrative reforms generally, and especially at sub national levels.* The state must adopt all measures that are necessary to implement its wide constitutional objectives and obligations. This includes the creation of sub-national institutions and the transfer or delegation of authority to local administrations for promoting economic, social, and cultural development, and increasing the participation of people in the development of the nation.

In summary¹, both the Government and the National Assembly are obliged by the Constitution to promote and implement democracy and development, and to establish national and sub-national institutions and administrations with the structures, powers and resources needed to give effect to these objectives.

These obligations clearly necessitate a broad and comprehensive range of discretionary actions that must be taken by the state. These include the creation of any institution, and the making of any transfers or delegations that are needed to fulfil all of their obligations and objectives.

The type or extent of devolution or delegation that is permissible is not narrowly defined or circumscribed by the Constitution. It, therefore, follows that the national government has considerable discretion in determining the scope and content of the policy for central-local relations. The development of effective democratic governance at sub-national levels is a long and complex process. However, the Constitution does not oblige the government to implement it with immediate effect.

Central Government Agencies to Support Sub-national Governance

Effective local government in Afghanistan requires a strong central government. Government institutions at the centre need to be able to supervise and assist local governments to undertake their allocated tasks. If central government does not have such capacity, local government institutions are likely to end up as ineffective and inefficient, mistrusted and/or disregarded by residents. Where disconnection between centre and regions becomes pronounced the result can be political fragmentation, unplanned and unsupported decentralization and even secession. Strong central government is a potent antidote to such trends and is essential for national integration, thus creating the conditions in which local governments can operate efficiently and effectively in responding to the preferences of their constituents.

A strong partnership between central and local governments is an essential feature of a successful developmental state. This does not mean that the centre should dominate local government, relegating it to a mere implementer of central orders. The critical question facing policymakers and senior officials at the centre is how to distribute responsibilities and resources between different territorial levels so that governance is enhanced and all citizens receive services of guaranteed quality.

The Government of Afghanistan has followed a practice common among countries in Asia, which is to locate the prime responsibility for supervising and supporting local governments through a Ministry of Interior or other similar government agency.² These government organizations are the focal points for managing the centre's relationships with its sub-national territories. In most cases, substantial resources are devoted to the organizations' tasks of supervising, monitoring and supporting local governments. Also, the structure, amount of authority, and staffing of these ministerial units have typically been carefully thought through and modified incrementally to suit changing conditions.

In Afghanistan, the process by which the Ministry of Interior (MoI) has acquired its functions has been ad hoc and the resources devoted to it are very limited. Local administration is, somewhat peripheral to the concerns of a large and powerful ministry which devotes most of its attention and resources to matters of security. Currently, the responsibility for supporting local governments is fragmented across a number of different sections within the Ministry of Interior,

¹ For further details and reference to the Constitution see *Larsen, Roome and Shotton (2004): The Role & Responsibilities of Local Councils: Policy Advice.*

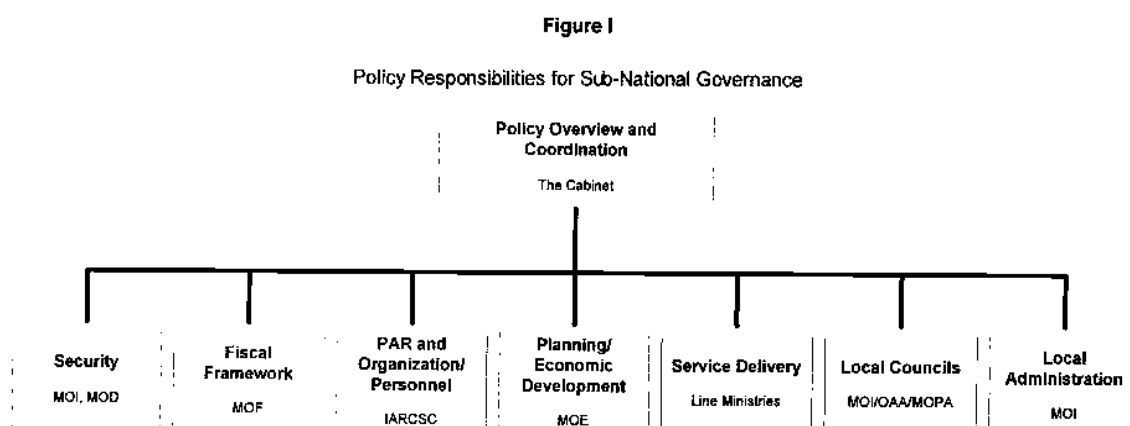
² E.g. in Thailand and Cambodia it is the Ministry of Interior, in the Philippines the Department of Interior and Local Government, and in Indonesia the Ministry of Home Affairs.

and the specific responsibility for supporting local councils appears by default to have been assigned to the Elections Department of the Ministry of Interior since this unit was involved in creating the councils in the first place.

Many ministries' reach down to the localities and if these institutions do not have an effective legal framework and clear mandates, do not coordinate their effort at regional, provincial and district levels and are not staffed with competent civil servants then local administrations and their civil servants will not be able to serve their citizens no matter how hard they may try. One also needs to bear in mind that many large donor-supported initiatives require direction and coordination from the center if they are to have the desired impact in the provinces and districts.

The Figure 1 below shows the current policy sectors and responsibilities for sub-national governance. The chart illustrates a number of points. First, it seems that the Cabinet has no arrangement to examine and offer advice on the sub-national governance policy framework and proposals from individual ministries/agencies. Second, sub-national policy goes beyond the mandate of the Ministry of Interior. Ultimately, the sub-national policy framework includes every line-ministry that has its own policy for service delivery. Third, for the sub-national policy to be effective, it must be designed as a cohesive whole with each policy linked to the framework as a whole.

Overall, the involvement of local governance institutions in shaping national policies and in influencing development planning and budget processes, is seriously hampered by the ambiguity on the overall policy framework for subnational governance and the lack of a national planning architecture. Lack of coordination is both the cause and result of these weak planning abilities and responsibilities³.



Provincial and Local Administrations

Overall, the sub-national administration, at the provincial (*Walayat*) and district (*Wolaswali*) levels, has proven surprisingly resilient, but many parts are largely dysfunctional with poorly qualified staff and limited capacity to deliver services, particularly in the areas of health and education. In addition to serious deficiencies in delivering essential services to the population, pressing challenges within the local administration are the lack of training and knowledge of basic administrative procedures, low salary levels and lack of adequate office facilities. Central policies tend to bypass local structures while the local government tends to ignore the centre when it comes to reporting and other accountability measures. To date, capacity development activities implemented by a variety of donor organizations have focused mainly on the central level and insufficient attention has been given to capacity development needs at the sub-national level.

Within the local governance context, the Governor is to play a key role as the representative of the central government. In reality, his/her powers are limited as most budgetary and staffing decisions are still made in Kabul. The governor has virtually no spending powers and only limited input in the development planning process, is accountable to the Ministry of Interior and has only

³ See Sub-National Administration in Afghanistan, AREU, June 2005

a loose coordinating role, with no formal authority over representatives of the line ministries. However, there are some important issues over which the Governors can exert their authority. These include areas such as land ownership, access to land and natural resources, job opportunities in the local administration, and dispute resolution when alternative mechanisms have failed to produce satisfactory outcomes.

The Afghanistan Government, together with donor organizations, has taken several steps towards strengthening sub-national level government in Afghanistan. The IARCSC has established offices at the regional level and has recently adopted a more comprehensive approach to PAR. The new PAR strategy favours a 'whole ministry' approach over fragmented, department-centred reforms. It also emphasises administrative reforms at the provincial, district and municipal levels, which have only been piloted in a few provinces to date. The sub-national component of the reform process aims to strengthen coordination and improve service delivery at the sub-national level. Particular attention is paid to restructuring of operational structures, rationalization of the distributions of functions, reduction of duplications and the introduction of a merit based recruitment structure. The new PAR strategy calls for the governor to perform a coordination function between deconcentrated line ministries, to improve service delivery and to lead the provincial planning process. The development and implementation of training programmes aimed at building a professional civil service at the local level is considered a high priority in the reform strategy.

Provincial and Local Councils

The local governance landscape has been further altered by the establishment of elected Provincial Councils (PCs) in 2005. In accordance with the Constitution of the Islamic Republic of Afghanistan (2004), Provincial, District, Municipal and Local Councils are to be formed in all Provinces with members to be elected by secret ballot through direct elections taking place in each Provincial and District governments. In September 2005 the people of Afghanistan participated in their first democratic elections to choose the members of the lower house of the national parliament (*Wolesi Jirga*). An additional electoral task at this time was popular voting for the representatives of the country's 34 PCs. The members of the PCs selected two members each to sit in the upper house (*Meshrano Jirga*) of the national parliament (until District Councils [DCs] are elected, the PCs will select the members, according to the Constitution).

A law on PCs was passed by Presidential decree in August 2005 whereas the legal basis for District, Municipal and Village Councils has yet to be established. The *Law on Provincial Councils* delineates a list of broad functions assigned to these bodies and includes items relating to provincial development planning and budgeting, oversight of provincial administration, the settlement of disputes, promotion of human rights, monitoring of law enforcement, eliminating poppy cultivation, and anti-corruption. Overall, the councils are described in law as linking the people and civil society with the state administration at the provincial level.

Whereas the law has provided some indication of the role and functions, there is a lack of clarity on the exact means of the councils to engage in local governance. Policy-makers opted for giving the councils advisory powers (not powers to supervise and approve), but even these have not been defined with sufficient clarity in the law. Precisely how the PCs will pursue these activities and what authorities they will be able to exercise are yet to be determined. As such, there is a need to review the initial experience and draft a more comprehensive law on local governance.

A set of Rules of Procedure for the Provincial Councils was finalised and entered into force in December 2005. The rules constitute a framework for the internal functioning of the councils and, in addition, they specify the opportunities for the Governor to engage with the councils. However, they do not develop further the opportunities for and means of participation of the councils in local administration. Similarly, the rules do not further specify the obligation for the councils to engage with citizens and civil society organisations in the province, or to ensure transparency and access to information. The recent creation of Provincial Development Committees (PDCs) has raised further questions about the role of PCs in local governance. The regulation which sets out the operational details of the PDCs does not name representatives of the PCs as members.

In addition to the Provincial Councils elected in September 2005, the Independent Electoral Commission (IEC) is currently preparing for the election of Municipal Councils (and directly elected mayors). Election of District Councils will depend on the consensus on district boundaries

and a number of other factors, and it is likely that the establishment of these bodies, along with the Village Councils, will be deferred to a later date. The establishment of Provincial and Municipal Councils (and later District and Village Councils) opens new avenues for strengthening participation through representation, which together with direct participation carries the prospect of strengthening citizen power in the local governance system.

A set of additional challenges relates to the participation of women as members of the elected councils. Compared to the approximately 12 percent women candidates for the Wolesi Jirga (where 25 percent of the seats are reserved for women), fewer women announced their candidacies for the PCs, as pressure from more powerful candidates and more restrictive social norms is typically greater than at the national level. Only 8 percent of the candidates for the PCs, 247 out of a total of 3,025, were women. Two seats on each PC are reserved for women but in southern and eastern provinces, five reserved seats will not be taken up by women because of a lack of candidates⁴.

In March 2006 a conference was held to enable PCs and relevant central government institutions to discuss issues and problems pertaining to their mutual responsibilities as well as provide greater clarity to PCs regarding their roles and responsibilities. During these meetings PC representatives have called on the state to enhance their role so that they can monitor the plan, activities and budget at the provincial level.

The role of the PCs as a crucial link between the government and the people as well as their oversight function was emphasized. The PC members in their meeting with the President expressed their concerns over the current Provincial Council law indicating that the law is not clear in delineating their roles and responsibilities and that their role is limited to being advisors. The possibility of review and amendment by Parliament of the Provincial Council law and change in the Rules of Procedure to include adequate responsibility and authority for PCs was discussed. The emerging resolution of the PCs from the Conference focused on promotion of ANDS, security and peace building, fighting corruption, promotion of women's rights and rights of marginalized groups, development of the agriculture sector, promotion of education programmes and regional equity in development throughout the country.

Expectations are high that the meetings were not just isolated events and that it is the starting point for greater interaction among PCs (as well as with the Presidency and the central government) over matters of common interest. The government and other agencies have initiated further interactions among PC members at the regional level. Such forums of interaction can enhance a positive impact on local governance.

Municipalities

Municipalities have a central role to play in the provision of services such as solid waste management, street maintenance, public infrastructure improvements as well as provision of new land. Municipalities are expected to be self-sufficient, raising their own revenues from local sources. Municipal authorities in Afghanistan have the greatest level of *de jure* autonomy of any sub-national governing unit. Their entire operations are financed through own source revenues, although their budgets still must be approved by Mol and access to revenue is controlled by the Ministry of Finance.

While several municipalities have initiated innovative programmes on their own and in collaboration with donor programmes to improve their service delivery capacity, preliminary indications are that most municipalities have little or no understanding of how to improve their revenue collection, budget management or service delivery systems. Both cost-of-collection and collection efficiency ratios are very poor, indicating that catalytic interventions could generate significant increases in available resources. While there is a need to progressively expand the municipal tax base, any taxation must be clearly linked to service delivery benchmarks and must provide for a strong community role in the design, implementation and, particularly, the maintenance of these services. Further, Afghan local authorities have an almost complete lack of information about central government and donor plans for their territories, their knowledge of

⁴ See Human Rights Watch (<http://hrw.org/english/docs/2005/08/16/afghan11633.htm>)

existing assets and personnel is extremely limited and what information is available is rarely conveyed to citizens.

Assessments of municipalities also highlight low capacities, lack of funding for capital investment projects, excessive bureaucracy, lack of incentives to effectively provide services. Service providers have little management autonomy, incentives and accountability for service delivery to the municipality or to beneficiaries. What is required apart from clarifying responsibilities, is to improve the budget process and execution controls, build human and organisational capacity in core municipal functions, reform the relationship between municipal governments and municipal service providers, and ensure accountability, effective outreach and response to community needs.

Provincial Development Planning Processes

Provincial Development Committees

With the recognition of the need for a standardized coordination and planning mechanism, the Government decided in late 2005 to establish Provincial Development Committees (PDCs) as the focal points for development planning and coordinating development activities in each province. The PDC 'is not a new government entity, but it is coordinating the activities carried out by the government representative offices in the provinces, NGOs, donors and international organizations and Provincial Reconstructions Teams' (PRT - see Proposal for Establishing Provincial Development Committees). The PDCs draw their membership from Government agencies. It is unclear whether donors and PRTs or civil society operating in the province, and are also members or whether they are supposed to contribute to sectoral working groups.⁵ The PDCs act as sub-committees of the Provincial Administrative Assemblies (PAA) which are the principal decision-making forums for provincial planning.

The Ministry of Rural Rehabilitation and Development is now working with the Ministry of Economy (the PDC focal point ministry) in developing a provincial development planning capacity-building programme.

Community Development Committees

The capacity of community groups to implement and manage development projects has been significantly increased through a series of national programmes, not least the highly successful National Solidarity Programme.⁶ Although created within different projects, the Community Development Committees (CDCs) are now very active in seeking support for community driven development projects from (local) governments and various other sources. Also, CDCs are considered a key avenue to increase citizens' participation in planning beyond the presentation of their individual projects; facilitated through the creation of district and provincial level structures indirectly elected from the CDCs.

Whereas community groups in general and CDCs in particular continue to be a major resource for local development, there is an urgent need to strengthen the local governments' role to lead planning for local development and their capacity to take on responsibilities for service delivery. Community groups should be important partners of local governments for the management (the 'production') of services, but in order for Afghanistan to make significant progress toward achieving the MDGs, local governments (the offices of line ministries and administrations at provincial and local level) need to take on the responsibility themselves for the provision of a range of services to ensure sustainability and equitable distribution.

Civic Education and Citizen Awareness on Sub-National Governance

Building good local governance requires effective interaction between citizens and government, in particular at the local level. In support of strengthening Afghan citizen's participation in democratic governance a nation-wide citizen's perception survey was conducted. The study showed that although people's understanding of the democratic institutions had increased, they

⁵ See Provincial Governance Structure in Afghanistan: From Confusion to Vision, AREU, p. 9-10

⁶ Under the National Solidarity Programme (NSP), approximately 24,000 CDCs have been formed, and the Afghanistan Compact contains an understanding that 14,000 CDCs will be elected in all remaining villages 'promoting local governance and community empowerment'.

were still far from clear about the full extent of the role they can play in the lives of citizens. This was also the case for the role of the development administration and the role of the citizens themselves in local governance - including of their rights and duties, thus constituting an obstacle to effective public participation in the political and development process. The understanding of the role of the PCs was particularly poor. In part this is due to the fact that the PCs represent a totally new concept of local administration of which citizens have no previous experience. While constitutional provisions on provincial and district councils provide for active involvement of people in local administration, this has not yet become practice. Only by deepening democracy, beyond elections and public demonstrations, can governance be made truly responsive and accountable to the demands of the Afghan people. As the elections to the PCs have now been completed, there is a need to enhance the public's knowledge on the role of the elected councils and on how they can effectively participate in local politics and the development process - requiring an awareness-raising campaign.

1.2 Challenges to be addressed

In order to address the urgent needs for developing a functioning provincial and local administration and functioning local democratic process, the following major challenges would have to be addressed:

1. The need for central policy-making and coordination
2. Addressing the capacity deficit of administration at the local level
3. The development of citizen representation in sub-national governance
4. Understanding the importance of conflict-sensitive governance at the local level

This section will highlight the main challenges that need to be addressed.

Need for central policy making and coordination

The role and capacity of sub-national administration and its relation with citizens and elected bodies (provincial councils and eventually district councils) is governed and influenced by a policy and regulatory environment, largely defined at the centre. Better sub-national governance requires that this institutional framework be more clearly defined.⁷ Lack of an overarching policy framework has resulted in contradictory approaches of different ministries, different planning processes and separate provincial coordination mechanisms at sub-national level guided by diverse policy guidelines and regulatory frameworks. Consequently, Afghanistan needs a central agency to take the lead in formulating clear and comprehensive policies for sub-national governance and coordinating the design and implementation of policies with a range of government and non-governmental agencies.

This capacity, as well as the capacity to guide, support and monitor local governance, needs to be developed within the central government. The policy-making functions and responsibility for supporting local governance can be with two different government agencies or with one agency, but the responsibilities should be clarified and the appropriate agencies supported accordingly. Mol is the ministry that, at present, has responsibility for connecting the central with sub-national government. While a national committee, under the direction of the Ministry of Interior has taken the lead in formulating the necessary policies for sub-national governance and coordinating the design and enforcement of implementing regulations with a range of government and non-governmental agencies, this process requires support and facilitation. In most countries, this relationship has very high priority with adequate resources having been allocated. However, in post-conflict Afghanistan, Mol has been entrusted with these responsibilities without the structures and processes which are best suited to undertake them. Assessments indicate that there has been limited organisational restructuring and no linkage with actual improvement in service delivery. In carrying out these responsibilities, Mol faces resource and capacity constraints and, in addition to its administrative functions, it has considerable responsibilities in the critical area of police management and security. Local administration function in MOI requires greater support for ensuring effective service delivery.

⁷ See Discussion Paper on Sub-National Governance, UNDP (2005)

The challenge, therefore, is how to ensure that due attention is paid to the development and management of central-local relations. Making these relationships strong can produce considerable dividends for the government in terms of national integration through efficient and conflict-sensitive governance at sub-national levels. There is a need to clarify not only the vertical relationship that binds the MoI (or a successor agency) with the provinces, but also the horizontal relationship between the MoI and the ministries that have deconcentrated departments in the provinces.

Also, there is a need to develop further the policy, legal and regulatory framework. Some of these pillars have been established in the post-war period or existed already. In the long run, a more comprehensive policy on sub-national governance should be formulated that can be translated into an implementation plan, backed by a strong legal and financial framework. In this regard, it will be worthwhile to assist GOA to understand and learn from other international experiences.

Select Comparative Examples	
Policy Framework	Law
<ul style="list-style-type: none"> ▪ Strategic Framework for Decentralization and Deconcentration Reforms - Royal Government of Cambodia (May 2005) 	<ul style="list-style-type: none"> ▪ Local Government Ordinance - Government of Pakistan (2001) ▪ Local Self-Governance Act - His Majesty's Government of Nepal (1999)

Addressing the capacity deficits of local administration at the sub-national level

The I-ANDS and the Afghanistan Compact explicitly recognise the current weakness of sub-national public administration and highlight the importance of establishment and improvement of sub-national governance for development planning, coordination and representation at the provincial level.

IARCSC underlines the need for reform of public administration in provincial departments and in the offices of governors and is developing the National PAR strategy. Analysis shows that the government administration is far from effective and suffers from a number of systemic problems of fragmented structures, lack of skilled professionals, recruitment and performance management as well as little delegation to provincial departments. The entire process of recruitment, interviews and capacity development is wanting in several respects. Since the PAR process has not been consistent and systematic, capacity development efforts have also been ad hoc. MOI has expressed the need for improving coordination capacity at Provincial and Municipal level for enhancing service delivery.

In order to develop efficient, effective and accountable local government administration there is a need to develop the basic skills and knowledge of Afghan civil servants and to introduce the necessary changes in attitudes and organizational culture as well as assignment of functions emerging from the PAR process. According to the findings of the IARCSC/UNDP report, *Training Needs Assessment - Sub-National Government Afghanistan*, civil servants at the sub-national level have insufficient knowledge of the system of public administration, a lack of basic understanding of the roles and responsibilities of local government and civil servants, poor understanding of the importance of citizen's participation and little appreciation of accountability mechanisms and how they can lead to performance improvement. Also, there is a need to develop a wide range of more specific managerial capacities in fields such as planning, project management, finance and human resource management skills.

In addition to individual capacity building of the local administrators, it is necessary to build up institutional capacity, which includes restructuring departments, changing recruitment practices and simplification of government procedures, as mentioned above. It is therefore important to provide continuous support to the local administration as well as to help build up a process to promote interaction with citizens and other local partners. Achieving better social service delivery on a sustainable basis, especially to the poor and marginalized, also requires addressing institutional questions such as centralized service delivery structures, lack of information flow

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and monitoring, minimal citizen feedback of provider responsiveness to citizen's needs and preferences and sustainability issues related to heavy reliance on donor funding.

A further challenge is that local government are not fully equipped to meet the increasing demands of citizens for information, transparency, responsiveness, accountability and efficiency. While sub-national administration accountability should be maintained, for efficient services, the service provider should be within easy reach of the users of the service. The experiences elsewhere have shown that absence of real accountability for service delivery outcomes has led to significant wastage in development expenditures.

Giving Voice to Citizens

In order to strengthen participation through representation, a concerted effort should be made to make the councils function and capable of fulfilling their intended roles and functions. As noted above, the *Provincial Councils* were elected in September 2005 in all 34 Provinces in accordance with the Elections Law. The formation of *District Councils* - initially considered to take place simultaneously - has been postponed. *Village Councils* were not planned for the immediate post-conflict period, but development committees have been formed in many districts by a range of government/donor programmes.

While some efforts are being made, the creation of elected bodies without clear roles and appropriate support will inevitably lead to bodies with limited effectiveness and a growing dissatisfaction with the perceived ineffectiveness of the government. There is also a need to address gender issues - in the councils' internal governance as well as in the areas of development for which the councils are mandated. Specific focus is required to strengthen the role of women staff and elected councillors. With generally low capacity available at Provincial and Municipal levels, there is a danger that resources and authority will not be vested with these bodies, negatively impacting their legitimacy. As such, the challenges for local *representative* governance in Afghanistan can be regarded as twofold: (i) development of the capacity of the Provincial Councils and - upon election - the Municipal Councils and elected Mayors to fulfil their mandates under the law that will democratize local governance, and (ii) establishment of the District and Village Councils.

The Councils must receive sufficient technical and logistical support to enable them to function effectively. Whereas most of the support for capacity development will have to be coordinated at the provincial level, central government agencies will have to be identified and take a lead in devising a national framework for capacity development. The PCs themselves should also be closely involved in developing (and implementing) the national strategy - ideally through regional networks or through other platforms.

With regard to strengthening direct participation, there is a need to support civic education. In Afghanistan, where democracy is a relatively new phenomenon there is often a lack of understanding of the roles of the different government entities, necessitating concerted efforts to enhance this understanding. Citizens often possess limited awareness and capacity to demand information and to participate meaningfully in matters of governance directly impacting closely on their lives. In this context, awareness raising and citizen education programmes are urgently needed. There is a need for determining clear strategies and mechanisms to ensure that Afghan citizens understand their country's new democratic institutions.

A nation-wide survey citizen's perception study showed that religious leaders and military commanders are viewed as wielding more power/influence than elected officials. This may indicate: a) as of yet, power has not shifted as quickly to the new democratic authorities as expected by some; b) the role of elected officials is still unknown (too early for citizens to assess their impact); or c) elected leaders who are also religious leaders are likely to be very powerful and influential in their local community. The survey results should caution actors involved in promoting democratic development in Afghanistan to recognize that democratic change will take time and sufficient political space should always be provided for traditional authorities to participate in the new political order. In addition, it will be important to ensure that all marginalized groups, especially women and minorities, benefit from the processes of citizen awareness-raising.

Importance of Conflict sensitive governance

In a post-conflict state, the importance of good governance in establishing peace, pursuing state reconstruction and preventing further conflict is critical. A longer time-frame for reconstruction, allowing for greater local capacity building and institutional reform in the governance sector, would be conducive to the development of a conflict sensitive framework that meets the needs of the Afghan people.

In initial stages of post- conflict recovery, pragmatic approaches are required to implement activities that can change conditions quickly. However, these activities need to be related to strengthening relations between government and communities, removing divisive elements, and tackling the longer term process of behaviour change among leaders, administrators and citizens. The existing situation in many parts of the country may remain fragile unless a broader social process element (dialogue and relationship building) is incorporated into the capacity building agenda for sub-national governing bodies. A social process includes attention to the promotion of good governance, protection of human rights and fostering the recreation of bridging social capital among diverse groups. It will be important to include these systemic initiatives in the ASGP framework from the very start.

Addressing systemic causes of a conflict is not necessarily the same as identifying and focusing attention on root causes. Although modifications in underlying paradigms can produce lasting change, getting to that point is also the most difficult and usually should not be something that a transient donor programme can or should tackle head on. However, an explicit social capital-based approach to peace building is a mechanism through which external intervention can generate a progressive realization towards improved relations and modification of conflicting paradigms through emphasizing honest dialogue and interaction. For this reason, ASGP will explicitly work on understanding the processes necessary to enable sub-national administrations to foster close collaboration with citizens' groups and elected representative bodies.

Part II. Strategy

A. Link to the Afghan National Development Strategy, the Afghanistan Compact and UN Development Assistance Framework

The Constitution of Afghanistan has established a firm basis for sub-national governance and the Government has embarked on the crucial process of developing the policy, legal and regulatory framework, reforming institutions, and making post-conflict local governance work. Afghanistan has opted for a prudent approach towards further empowerment of the local communities, building on stronger central government and enhanced performance of the local administration with some degree of deconcentration to the administrations at provincial and (to a lesser extent) district level. In addition, municipalities have been provided some (limited) autonomy in managing key services for the urban population with revenue sources assigned.

Within this framework and acknowledging that 'while the process of political de-fragmentation proceeds and the government moves towards a state of normalcy, threats to the legal hegemony of the state persist', the Afghanistan National Development Strategy emphasizes that 'the legacy of weak public service delivery makes it essential... to strengthen institutions responsible for delivery of key public services; without this, we will fail to achieve our national development goals' (ANDS; p. 82). Success in the reform of the entire public sector, at the national and sub-national, is considered by the Government of Afghanistan as essential to all other national programmes. It is also stressed that 'lasting peace and prosperity in Afghanistan require structures of governance that are accountable, transparent, effective and Islamic (ibid; p. 83).

Sub-national governance in the I-ANDS and the Afghanistan Compact

The I-ANDS "political vision" for Afghanistan in SY 1400 (2020) includes the following elements of a long-term vision of sub-national governance.

- *A "state in which institutions are more accountable and responsive to poor people, strengthening their*

- participations in the political process and in local decision-making regardless of gender or social status”,
- “A National Assembly ...that ensures that the needs and interests of all provinces and districts are represented at the national level”,
- In keeping with the Constitution (Articles 138-140), “elected assemblies at the national, provincial, district and village levels,
- “An effective, accountable and transparent administration at all levels of government” within a unitary system;
- Provincial and district administrations that “operate effectively to optimize the coordination of national development priorities”,
- “Women will constitute an increasingly important voice in Afghan society and politics”,
- A functioning physical and institutional justice framework which adequately protects the rights of our citizens in “all provinces and districts” (I-ANDS, Vol. 1, 15-16).

In aid of this vision, the Good Governance and Rule of Law sector of the I-ANDS aims in the shorter term:

- “To establish the basic institutions and practices of democratic governance at the national, provincial, district and village levels for enhanced human development, by the end of the current Presidency and National Assembly terms” (I-ANDS, Vol. 1, 122).

These goals are supported in the Afghanistan Compact, which commits the Afghan government and its international partners to:

- “Give priority to the coordinated establishment in each province of functional institutions – including civil administration, police, prisons and judiciary”,
- ‘The institutions will have appropriate legal frameworks and appointment procedures; trained staff; and adequate remuneration, infrastructure, and auditing capacity’.
- “Establish a fiscally and institutionally sustainable administration for future elections”,
- Fully establish within 24 months “a clear and transparent appointments mechanism ... for all senior level appointments... as well as for provincial governors, chief of police, district administrators and provincial heads of security;
- By the end of 2006 “review...the number of administrative units and their boundaries... with the aim of contributing to fiscal sustainability” (Afghanistan Compact, 3-6).

Source: AREU Briefing paper, Sarah Lister and Hamish Nixon

Further, the UN Development Assistance Framework, prepared together with Government of Afghanistan, points to the centrality of effective and equitable governance in the country and emphasises the importance of effective and functioning systems of public administration at the national and sub-national levels, with capacity to deliver services to areas with greatest need. It underlines effective participation of women and marginalised groups and communities in the development and political process.

The UNDP CPAP (2006-08) approved by the GOA also focuses on strengthening the capacity of new democratic bodies, government institutions at all levels to govern and ensure quality public services through advocacy, policy advice and capacity development. It will strive among other things to enhance public sector capacity at the individual and institutional level. The capacity to plan, manage and implement activities both at the national and sub-national level is essential for the achievement of Afghanistan’s development objectives.

UNDP’s support for improved sub-national governance is very much in line with its UNDAF and CPAP and will complement the government’s ambitious reform agenda in a number of issues central to democratic governance.

B. Overview of Programme Strategy

The Afghanistan Sub-national Governance Programme (ASGP) will aim at strengthening the drivers of development effectiveness through developing national capacities, enhancing national ownership in the process, advocating and fostering and enabling policy environment, seek south-south co-operation, promote gender equality and foster partnerships. The ASGP will play a key role in developing capacity and systems to ensure effective implementation of the governance strategies outlined in the Afghan National Development Strategy and donor compact addressing the challenges identified for sub-national governance (see Part I). To address the challenges outlined in the previous section, the ASGP has been structured with three substantive components and one support component, which are outlined in detail in the section that follows:

- i. Policy: Support will be provided to the central government agencies responsible for formulating and implementing sub-national governance policy and developing the legal and regulatory framework. This support will consist of assistance to develop awareness on

the functions of the central government, clarifying the roles of various agencies, facilitating national dialogue and forums on sub-national governance, and technical support to develop the institutional framework as well as fine-tuning of the policy, legal and regulatory framework for sub-national governance.

- ii. Capacity: Support will be provided in the design and implementation of GOA's public administration reform processes at the sub-national level and support for basic and advanced training for sub-national-based civil servants in line with the policy/legal framework and government strategy. This involves a concerted effort aimed at 'making local governance work' through training and continuous coaching/mentoring of local administrators as well as facilitation of participatory local governance processes. As part of this component, UNDP will support strategic interventions related to management of revenue collection and service delivery in the local administrations, especially municipalities.
- iii. Democratic Representation: Support will be provided for the improvement of citizen representation and participation in sub-national governance. This will include an expansion of UNDP support for the provincial councils in line with the strategy defined by the councils through various consultations held by the Government and non-government agencies, including the establishment of a platform for elected councillors. The aim is to strengthen the performance of the councils and their capacity to represent as well as knowledge sharing and the avenues for interaction with legislators, and to contribute to conflict-sensitive nation-building by bringing the centre and provinces closer together. Also, the ASGP will support a series of awareness raising activities and civic education campaigns to help citizens' participate in governance. Once elected, the programme will provide a similar range of support to municipal councils.
- iv. Management: The programme will include specific assistance designed to build the capacity of GOA over time to directly implement the programme. UNDP will support transition to national implementation as an explicit and measurable output of the programme. From the beginning, all aspects of programme management will be conducted in a highly participatory manner. Early in the programme cycle, capacity assessments will be conducted to identify issues related to GOA management capacity that require particular attention. Specific training and mentoring will be provided to assist in strengthening government's capacity in programming, formulation, evaluation, implementation, administrative management of projects as well as resources, accounting and reporting. Once all partners are agreed on a timetable, a workplan for transition to national implementation will be prepared and implemented.

The ASGP will be the core pillar of the UNDP integrated approach for support to local governance. Some of the key principles underpinning the ASGP are:

- A number of other programmes will contribute towards the same outcome and the ASGP has important linkages to a number of these programmes (see further in the section on partnerships below).
- The support for the functioning of local governance at provincial level and below (Component II and III) is geared towards pilot-testing the policy/legal/regulatory framework as it is being developed and the lessons learned will provide input for further refining the national framework for local governance. Regular evaluations will need to be carried out and the lessons learned should provide grounds for fine-tuning of the policies and implementation strategies.

C. Programme Components

Summary of Outcome and Outputs

Outcome	The democratic state and government institutions strengthened at all levels to govern and ensure quality public services through advocacy, policy advice and capacity development.
1.1	The capacity in MOI to design and regulate a new sub-national governance framework is developed
1.2	A broad-based understanding of the current sub-national governance system is created
1.3	The design of a revised strategic institutional framework for sub-national governance is in place
2.1	A sub-national PAR strategy is finalised and participating Provincial Governor's offices, district administrations, municipalities are strengthened
2.2	Skills and knowledge of civil servants to manage basic services are upgraded
2.3	Management of public service delivery in participating provinces and municipalities is improved
3.1	The capacity of elected sub-national bodies to undertake their roles in citizen representation, public service monitoring and conflict resolution is strengthened
3.2	A platform to facilitate coalition building and networking among subnational elected representatives is created
3.3	Citizen Awareness and understanding of Sub-national Governance is deepened
3.4	Capacity to undertake conflict sensitive sub-national governance is enhanced
4.1	Capacity for national programme implementation within the life of the programme is established

Component I: Building capacity in GOA to prepare a revised institutional framework for sub-national governance

The development of a sub-national policy framework in a transition country is typically a long-term endeavour. ASGP will support the GOA over a five-year timeframe as a first step in establishing a fully functioning sub-national governance framework. During this period, technical support will be provided to build the capacity of MOI to take the lead in improving the existing system whilst working on a revised framework. ASGP will also support the GOA to build a complete understanding of sub-national governance through technical assessments of the existing institutional framework, broad-based stakeholder consultations and exposure to international experience. Progress towards finalising a revised institutional framework for subnational governance during this timeframe will depend greatly on the level of political support available from the center. UNDP will work in close collaboration with UNAMA to provide substantive technical support to this process.

This Component will be implemented through three programme outputs:

Output 1.1 The capacity in MOI to design and regulate a new sub-national governance framework is developed

The policy advisory role for MOI will grow significantly as the process to modify the existing sub-national institutional framework in Afghanistan unfolds. ASGP will concentrate on strengthening the Ministry's ability to undertake a subnational policy review and design process. Also, the changing nature of center-local relationships will require a modified organizational structure and set of competencies to be created within the Ministry. In addition, MOI will need to ensure that new sub-national governance policies are fully understood and appropriately followed by central and local governing entities, as well as by the general public.

1.1.1 Building capacity to regulate sub-national governance reform

Following the systematic approach designed by IARCSC for public administration reform of central ministries, ASGP will support MOI to incorporate improvements in its existing administrative set-up. In order for the MOI to effectively guide changes in sub-national governance, it will need to complete the full PAR exercise itself to ensure that its structure and staff are appropriate for the task. Most of the units of the administrative pillar of MOI have gone through a Stage Two PRR process and the Ministry has submitted a request to establish a RIMU (Reform Implementation Management Unit) for Stage Three PAR implementation. ASGP will engage international technical experts to support MOI to complete this process so that it has full capacity to design and regulate all aspects of sub-national governance reform. Based on MOI's request, a specific unit devoted to policy analysis and design will be proposed for incorporation into the revised MOI organizational structure. ASGP will implement an efficient programme for strengthening the Ministry's capacity to complete the reform process, together with follow-up support to ensure full capacity to perform its modified set of roles and functions through on-the-job mentoring as well as specialized trainings, seminars and knowledge networking.

1.1.2 Building policy design and implementation capacity

In order to strengthen MOI to undertake an enhanced role in policy making, ASGP will develop a strategic plan to improve the capacities of MOI officials responsible for sub-national governance. Based on MOI's expressed need for understanding the variety of sub-national policy options, multi-stakeholder exposure visits to comparable countries that have undergone similar reforms would be an appropriate component of this support. Preparation to face the challenges of implementing sub-national governance policy directives will continue throughout the course of the program as the nature of the Ministry's guidance and oversight roles evolve.

There is limited ability in MOI today to manage policy informing analysis. ASGP will assist the MOI to establish a capacity to manage policy analysis aimed at building a deeper understanding of the complexity of sub-national policy reform. Activities will be designed to be conducted collaboratively, where appropriate, with relevant Kabul University faculties and international research organizations or individuals. This policy analysis capacity will be used primarily to provide the MOI with a continuous flow of information that will enable it to advise the Government on the design of suitable arrangements for a new sub-national institutional framework to ensure that it effectively supports the Government's efforts to accomplish its security and development objectives. This support will be provided to strengthen the sub-national policy-making process through a dedicated policy-making department in MOI that can take the lead in formulation and reformulation of the evolving sub-national institutional framework.

MOI also requested support to systematically incorporate lessons from international experiences into the design of their strategic framework. Therefore, as an integral component of its capacity building approach, ASGP will support the MOI to establish and maintain a clearinghouse of information on national and international experiences in sub-national governance.

Output 1.2 - A broad-based understanding of the current sub-national governance system is created

1.2.1 Undertake an assessment of the current state of sub-national governance

MOI has expressed the need for a comprehensive analysis of the existing functions and relationships among different agencies at central and sub-national level. The current framework for sub-national governance has evolved over a long period under numerous, and quite different,

governance regimes. In addition, over the past few years, the framework has been rapidly changing and evolving with innovations such as the PRTs, the election of PCs, and the establishment of PDCs. An overall assessment of the current situation will provide stakeholders with a more complete basis upon which to identify problems and potentials for improvement of the policy framework.

The immediate concern of Government is to take stock of the current local governance situation and the policy framework, focusing on strengths, weaknesses, opportunities and challenges. MOI, with the collaboration of OAA and other government agencies, will be assisted to assess the various laws, guidelines, and financial mechanisms governing the provincial administration, municipalities, councils and planning bodies at sub-national level. Further, MOI's request for assessment of sectoral laws and regulations that are relevant to the operations of sub-national administration will also be supported.

Numerous questions would guide the enquiry. A fundamental question will be how to strengthen support to the Cabinet in overseeing and coordinating the policy framework for sub-national governance. The current mandate, capacity and challenges faced by the Ministry of Interior would form a key part of the analysis. An assessment of the early life of the elected councils will be conducted to determine the nature of the representation and its outcomes in terms of accountability to the public and improved service delivery⁸.

One purpose of this exercise will be to generate interest and understanding at the centre for sub-national governance and to develop momentum for further work on the issue. In order to foster a level of trust, understanding and cooperation among the diverse range of stakeholders concerned with sub-national governance, ASGP will support consultations during the assessment phase on the rationale, processes and implications of policy reforms at sub-national level. Broad-based public involvement in these consultations will be facilitated through participatory workshops ensuring that women represent an important voice.

Based on the assessment, the project will support the MoI to prepare a report to Government that includes a credible review of current sub-national governance relationships, along with recommendations for developing a strategic policy and regulatory framework for improving the operational competence of sub-national governing units.

1.2.2 Build awareness of the benefits of good sub-national governance

Sub-national governance is a complex phenomenon, often poorly understood by senior bureaucrats in all countries, including Afghanistan. An essential part of this policy review and design process will be the exposure of selected senior GOA officials to the realities of sub-national governance in their own country to broaden their understanding and experience.

Awareness building events will be supported, such as missions of key central officials to the provinces and districts to study the impact of their policies and to learn the day-to-day reality that provincial and district administrator's face. Sensitising central agencies to sub-national governance issues and challenges will speed development of policy directives for improving the effectiveness of sub-national governance. Also, selected sub-national officials will be attached to central agencies/line ministries in Kabul to work with those in charge of policy making to contribute descriptions of public administration practices in the localities and the conditions under which public services are delivered. MOI indicated that such attachments of Provincial Administration staff can foster improved centre-local relationships.

A Government-operated website will be developed to ensure broad access to all relevant local governance related documents and legislation. This component will be built upon the outputs of other UNDP programmes focused on the use of information technology for development and better governance. This will improve access to this information for civil servants as well as the general public.

⁸ This analysis will be conducted within the framework of the UNDP Regional Initiative on *Local Democracy in Asia-Pacific: Representation in Decentralized Governance*.

Output 1.3 The design of a revised strategic institutional framework for sub-national governance is in place

The above restructuring, assessment and dialog activities will build momentum for change and will likely take the first three years of the project, with the fourth and fifth years of the project being used to build the vision for a comprehensive new sub-national governance framework as the country shifts its focus from security to development.

Once the assessment is complete, the ASGP will assist with implementation of a few key recommendations as identified by the Government. These would be used as pilots to demonstrate, how to go about initiating needed changes in sub-national governance through changes in central rules and reorganization under the sub-national PAR process outlined below. This action will be undertaken in recognition of the dual challenge to make the necessary changes and adjustments in the existing policy framework for sub-national governance in the short term while developing a vision for the mid- to longer term as Afghanistan stabilizes.

On-going support will be provided to the MOI to build consensus on priorities and modalities of a strategic sub-national governance institutional framework that is designed to be explicitly conflict sensitive and focused on ensuring equitable citizen access to quality public goods and services. To accomplish this, the programme will assist in the continuation of national and regional dialogues on sub-national governance that will present and discuss reports and developments while bringing in experts from other countries to present specific issues and sectors of subnational governance. Specific measures will be adopted to ensure the participation of groups and associations representing the citizens whose voices often go unheard, with special attention given to women and youth.

ASGP will be prepared to advise GOA, as requested, on the formulation of appropriate sub-national governance policies, organic laws and implementing rules and regulations necessary to implement the strategic framework. The state could explore options of improved decentralization and delegation to improve budget allocation decisions and bring management closer to the provider so that the state building agenda can be enhanced, as envisaged in the I-ANDS. It will also be important to elaborate the concepts, policies and objectives of the centre's role in the sub-national governance reform.

Afghanistan faces a long and difficult road ahead to put in place an effective financial, legal and regulatory framework necessary for effective sub-national governance. The Government has begun the journey and this project will assist it in taking further steps over the next five years. The successful conclusion of this exercise will require a fundamental change in organizational behavior from one of working in isolation inside one's own organization to one of working in collaboration with other central agencies and line-ministries to create a cohesive policy framework for sub-national governance.

Component II: Strengthening institutional and administrative capacities to manage basic services at the sub-national level

Capacity development needs to be seen as a systemic, multilevel intervention. Individual capacity to perform a task depends on individual skills, plus incentives to use those skills, rules that regulate those incentives and policies that generate those rules. The ASGP provides an opportunity to improve the quality of public service delivery at the sub-national level through an integrated approach.

This component will develop organizational and individual capacities to manage basic services in the local administrations through reforming organizational structures, developing essential skills and knowledge of civil servants, and streamlining management processes to ensure quality public service delivery. The IARCSC has indicated the need for a coordinated and integrated approach to PAR to ensure that the linkages between MOI, office of the governor, district governor, Mayor, other line agencies as well as other central agencies influencing sub-national governance are clarified, resulting in improved service delivery to citizens.

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National and international technical assistance teams will be based in Kabul and in the regional offices of the IARCSC. These teams will support the design and implementation of administrative reform methods, training and service improvement in an effort to build capacity of GOA personnel and organizations in a systematic manner. The tools employed by the TA teams will be participatory in nature, fully engaging partner GOA units in all aspects of design and implementation, ensuring full institutionalization of assistance well before the end of the programme.

This component will have three main outputs:

Output 2.1: A sub-national PAR strategy is finalised and participating Provincial Governor's offices, district administrations, municipalities are strengthened

UNDP will support the PAR process led by IARCSC, aiming particularly at a selected number of participating provinces, including their integral districts, and municipalities. Provinces of different grades will be encouraged to participate, where possible.

The sub-national implementation methodology prepared will follow the national PAR strategy and associated implementation plan as developed by the IARCSC, ensuring that the outcome is responsive to GOA's vision as outlined in ANDS. It will build on the support provided by other donors under their various Public Administration Reform interventions. The sub-national administration reform process will be coordinated by the IARCSC and implemented through the Reform Implementation Management Units (RIMU) established by the MOI at the central and provincial levels.

Technical assistance will be made available in Kabul and at the regional level to implement the reorganization process by strengthening capacities of IARCSC to design a strategy for implementing the sub-national PAR, support organizational assessment and preparation of reform plans in participating provinces, and implementation and institutionalization of the reform plans.

2.1.1 Strengthening capacities of IARCSC and MOI to design and implement an effective sub-national PAR implementation strategy

This activity will strengthen the capacity of IARCSC and MOI to design a sub-national PAR strategy that is consistent with ANDS and the assigned functional responsibilities of sub-national governing units, as well as to ensure a transparent PAR process in which all staff are confirmed objectively and on a merit basis. As an integral component of the overall strategy, MOI and IARCSC will be supported to undertake a comprehensive review of the reform methodology previously introduced in pilot locations for the reform of the provincial, district and municipal administrations. Support will be provided for completion of the review process in a professional and credible manner. The Government will be presented with the results of the review covering lessons learned from the pilot efforts and their implications for improvement in the efficiency and accountability of public sector management, and recommendations that can be applied to the sub-national PAR strategy.

ASGP will also help to introduce international experiences/best practices and methodologies for sub-national PAR implementation in order to broaden the understanding of the specific issues that need to be taken into consideration while designing the new methodology.

Because implementation of the sub-national PAR strategy will require substantial financial and technical resources beyond what will be available through the ASGP, UNDP, in close association with the international donor community, will assist IARCSC and MOI in identifying specific sub-national PAR tasks that have a high priority for immediate attention and implementation, and prepare technically sound reports specifically designed to facilitate resource mobilization among the donor community.

International and national technical assistance will be provided to the IARCSC and the MOI. This support will build on the work undertaken by the World Bank, the ADB and the EC. A fundamental objective of this technical assistance will be the development of necessary capacities within IARCSC and MOI to lead the reform process.

This activity will include technical assistance to the MOI and participating subnational bodies and the RIMU that will be established to lead the process in each office. Using this methodology, a comprehensive assessment will be carried out in each unit to critically examine current management systems and processes, functional responsibilities, division of labor between staff members and their capacities to carry out assigned responsibilities. Significant attention will be paid to raise awareness and understanding on the overall methodology and expected results of the reform (objectives, tasks) before initiating the actual reform process.

Based on the results of the unit assessments, an implementation plan and budget for reorganizing and restructuring each respective sub-national entity will be developed. The IARCSC and MOI will guide the sub-national RIMU in the preparation of restructuring plans, outlining how and when the proposed changes should be introduced.

2.1.2 Implementation and institutionalization of sub-national public administration reform plans

This activity will encompass the implementation of the reorganization and restructuring plan prepared by the sub-national RIMU. As highlighted in the overall national PAR strategy, the final objective of reforming subnational units is to strengthen coordination and improve the quality of public service delivery. Governor's offices will play a key role in coordinating the overall development activities in a province and in liaising with provincial line departments and provincial councils.

Particular attention will be paid to developing the necessary skills and knowledge of staff to perform the revised functions. Coaching and on-the-job training will be provided by the advisor team to each targeted office to develop the necessary capacities to perform their new responsibilities. Additional support requirements to the target offices will be determined and need-based training and process interventions will be made. The UNDP-supported Capacity Development Facility will be introduced to Governor's Offices as a modality to provide additional, demand-driven, support.

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

ASGP will support the IARCSC Training & Development Department (TDD) to address important challenges with respect to training of local civil servants, including: the absence of a quality training curriculum to address widespread deficiencies in the skills and knowledge of civil servants; the lack of qualified trainers at regional and provincial levels; and insufficient capacity in IARCSC to develop and manage the implementation and to assess the quality of the training programmes.

Support provided under this component will capitalize on the many related government and donor training initiatives, including the UNDP Civil Service Leadership Development Programme. It builds on the UNDP "Support to IARCSC - Training & Development" project and the subnational training needs assessment conducted under this project.

2.2.1 Strengthening the IARCSC/TDD and its Regional Offices

The project will strengthen the TDD in general and specifically the units involved in the training design and delivery process under the Directorate for Training Design (Units for Programme Design, Materials Development, Training of Trainers and Sub-National Operations) and the Directorate for Policy, Planning and Coordination (Standards Development Monitoring & Evaluation Unit) as well as the five Regional Training Centres (RTC). An internal capacity building plan will be prepared collaboratively and implemented through ASGP. Curriculum design skills of TDD officials will be built through the introduction of instructional system design courses as an integral component of their capacity building. The goal here is to build sufficient capacity and experience in these units and among their staff to function without major international assistance by the end of the five year programme.

An International Training Organisation and a Chief Technical Advisor will work closely with the Director for Training Design and unit staff from the TDD to go through the entire training programme development process and prepare the capacity building plan together. In this way the skills and knowledge of training specialists in the TDD will be developed. The capacity building

mechanisms will also include specialized courses for selected TDD staff, international exposures and seminars and knowledge networking.

2.2.2 Development of the basic and specialized training programmes

Based on recommendations provided in the 2005 UNDP reports on *Common Competency Models for the Civil Service* and *Training Needs Assessment - Sub-national Government in Afghanistan*, two curricula will be developed with the support of an international training provider: 1) a basic training, which applies to all sub-national civil servants, focusing on the development of basic attitudes, skills and knowledge of public administration, management and service delivery; and 2) a more specialized training, e.g. human resource management and local development planning for selected groups of sub-national civil servants. The final choice of the specialized courses will be determined by the TDD in consultation with the ITO according to demand and administrative reform priorities. This will involve close consultation with provincial administrations, especially the Office of the Governor and the Directors of Line Agencies in the provinces.

The curricula will include preparation of guide books for the Afghan trainers and training aids such as handouts, slides and supportive materials. A curricula outline is contained in the *Subnational Training Strategy*, but as a first step, focus group discussions will be organized by the ITO to better identify the training needs and required curriculum for the target group.

2.2.3 Training of Trainers (ToT)

There is such a need for Afghan trainers generally, that the project will conduct an annual exercise of training new trainers and upgrading existing trainers. This will be carried out through the ToT unit in the TDD with support of the ITO. By the end of the programme, a total of 250 trainers will have been trained and 300 upgraded.

2.2.4 Delivery of Training programmes

The Regional Training Centers (RTCs) at Regional IARCSC Offices will manage the logistics and support for this training, i.e. preparation of the facilities for the training, identification of trainees, scheduling of the training, financial and transport support for the trainees, etc. RTCs will work in close collaboration with the Head of the Sub-National Training Operations of the TDD and the ITO to devise adult learning methods and capacity development approaches so that knowledge gained can be internalised. Partnership with the Governors Offices will be essential for the purpose of identifying trainees, for ensuring trainees are granted the necessary time off for the training, for providing whatever support is required to attend the training and for ensuring a receptive environment for trainees for implementing new work processes upon return from training.

2.2.5 Monitoring and evaluation of the training

Training will be monitored during the actual training process to assess the general satisfaction of trainees, training methods and materials and the performance of the trainer. Monitoring will comprise questionnaires and post-training discussions with trainees and supervisors. Based on the feedback, training curricula and training delivery techniques will be improved.

Evaluation of the training programmes will encompass 1) evaluation immediately after the training programme and 2) assessment of the impact of the training in order to assess progress and development. An external evaluation of the overall training programme will be conducted in year three and again at the end of the programme.

Output 2.3: Management of public service delivery in participating provinces and municipalities is improved

An effective and efficient system of governance that provides services effectively and efficiently is critical for the revitalization of the Afghan community. This output focuses on institutionalizing modern administration and coordination practices designed to improve the actual management of public service delivery at the provincial and municipal levels leading to improvements in access, quality and inclusiveness. The activities under this output build upon the policy and regulatory improvements introduced in Component One and the PAR and skills training delivered through Outputs 2.1 and 2.2 above. The purpose of Output 2.3 is to provide an array of opportunities for sub-national government staff to put their new skills to work in a

manner that produces tangible benefits for citizens. The output consists of three related activities, strengthening service provision capabilities of provincial administrations, improving the quality of public service delivery through citizen involvement and upgrading municipal capacities in revenue collection, budget control and basic service delivery.

These activities focus on enabling local authorities to learn how to address local service delivery issues more effectively by building stronger linkages among the different levels of local government and the creation of a customer orientated service culture.

ASGP is oriented towards the 'meso' (middle) level of governance between the national government and community development. The ASGP notion of the 'meso' level is the socio-economic space where community organizations can collaborate with subnational administrations and optimise the impact of their individual efforts by planning and acting together. Thus far, development and reconstruction activity supported by donor projects has tended to focus almost exclusively at the community level, but most donors admit that the participants would benefit from improved collaboration with institutions outside their local area. Similarly, the highly centralised nature of Government has resulted in considerable attention being paid to macro level planning and restructuring. Thus, the space that has received the least attention is the 'meso' level.

2.3.1 Strengthen service provision capabilities of provincial administrations

Provincial administrations produce a limited set of public goods and services directly, but are responsible under the provisions of the Law on Local Administration (2000) to provide support and oversight to the myriad sectoral service producers located in their territories. Additional support will be provided through technical assistance teams located in the regional centers to improve workplanning, budget utilization, information systems, manpower supervision, building customer satisfaction and other management skills as required.

Specific support will be targeted at provincial administrations to improve their ability to produce the administrative services which fall within their mandate. ASGP will assist participating Governors' offices to analyze their own conditions and propose action plans for improving their performance. One specific tool that will be introduced for preparing such plans is known as reflection action workshops. After the delivery of formal courses delivered under Output 2.2, these reflection action workshops will be organized for the trainees and their work colleagues. At these workshops the trainees and their supervisors will be enabled to work together in teams to reflect on the skills and knowledge they have acquired during the trainings and to define the actual problems confronting their unit, and work out solutions to overcome them.

Under this output, local administrations will be assisted to create a development information system based on a limited set of indicators to monitor the management of basic services. Using such information can be helpful in tailoring delivery of services according to local choices as well as building the ability of provincial officials and representatives to oversee and monitor front-line providers. Particular attention will be paid to the Provincial Administrative Assembly, its Provincial Development Committee and the Provincial Councillors to help these cadre use such information to track progress on relevant benchmarks set in the ANDS for sub-national and sectoral service delivery improvement. ASGP will establish this system in participating provinces through close collaboration with the Afghanistan Information Management Service (AIMS) to build on its work in establishing geographic information systems that are appropriate for monitoring and planning local development.

2.3.2 Improving quality of public service delivery through multi-agent coalition and community involvement

In any society, potential conflict points are always brewing and local authorities need to be able to address these. The success of ASGP activities under Output 2.3 will be assessed on the nature and quality of the links built between local authorities and civil society. One means of this would be to facilitate provincial level dialogues on the impact of planned, existing and completed projects.

One of the most important factors involved in creating an environment for sustained improvement in service delivery at the local level is the creation of coalitions among various stakeholders. ASGP will assist participating provinces to outline a multi-agent operational framework for local service

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provision. This will be aimed at fostering alliances among different stakeholders at sub-national level, so they can easily share their experiences and enhance adoption of good practices to encourage a diversity of solutions for service delivery. These agents include, at a minimum, Governor's staff, locally elected representative councils, district officials, front line managers of government departments, municipal authorities, local networks of NGOs and business people.

Mechanisms also need to be created whereby the people can use their voice directly with the service providers and monitor them. Citizens, as individuals and through their local community organizations, will be assisted to collaborate with their elected representatives and local administration in this process, thereby building their understanding of both the representative and executive aspects of local governance. It is also important that traditional arrangements for representation, decision-making or collective action on matters of service delivery are involved.

In order to support these coalitions, a facilitated workshop approach will be introduced to begin to influence the style of interaction among executive, representative and non-state agents in local development. However, such an intensive process cannot spread far unless it can attract a wide range of collaborating partners. In order to foster a rapid spread of the process throughout the participating provinces and to deepen an appreciation of a participatory approach to governance, the ASGP will initiate collaboration with a wide array of organizations that can assist in building facilitation capabilities in local governing bodies. A close alliance with other partners will be necessary in order to expand the experience beyond ASGP and to sustain the assistance after the end of the activity. The initial organizations outside government that will be chosen as collaborating partners will be those that have shown evidence of an orientation to facilitated development and that have expressed an interest to collaborate with GoA.

2.3.3 Upgrading Municipal capacities in revenue collection, budget control and basic service delivery.

As municipal authorities in Afghanistan have the greatest level of *de jure* autonomy of any sub-national governing unit, support will be provided to improve their revenue collection, budget management or service delivery systems.

In coordination with UN Habitat, MOI, IARCSC and MoUD, ASGP will design a plan to improve governance and service performance in municipalities located in participating provinces. The city profiling exercise and municipal strategic action planning initiated by UN-Habitat will provide a good basis for supporting the municipal stakeholders. Municipalities need to have basic information regarding their assets, resources (both financial and natural), citizen information and service coverage. At the same time, city residents require information relevant to their needs regarding municipal services, procedural information, contacts, registration of complaints and redressal mechanisms. Close collaboration will be maintained with the UNDP programmes for Accountability, Integrity and Transparency in Afghanistan (ACT), particularly its sub-national accountability component, as well as the above mentioned AIMS project to create this municipal information system.

ASGP support will emphasize the financial management aspects of municipal functions, but in so doing will assist the municipal administration to undertake an institutional capacity assessment of all their functions and services. Specific assistance will relate to improving their knowledge of municipal revenues and expenditures, a clearer definition of their roles and responsibilities in relation to local offices of central agencies and the provincial Governor's office, improved revenue mobilization using technical and participatory tools to improve cost of collection and collection efficiency focused on specific tax sources such as real property, vehicle registration and business tax; and realigning their budget structure to improve transparency of expenditure management. Parallel work will be carried out at the national level to assess the current flow of funds procedures that, often, serve as disincentives to municipalities to improve their revenue collection.

The fundamental purpose of ASGP support is to build a robust capacity in municipal administrations to identify and solve local service delivery problems using local resources and ingenuity. Consensus building workshops will be conducted to mobilize, organize, energize and, consequently, build consensus among local officials, NGOs and the private sector to undertake a transformation of the municipal service delivery system. Participants will be guided to identify

gaps, bottlenecks and corresponding solutions to improve the delivery of critical municipal services.

Component III: Building a collaborative relationship between citizens and sub-national governing bodies

The Provincial Council members are a crucial link between central government and the people and must be able to effectively represent the concerns of their constituents in matters related to development, access to services and assistance in conflict resolution. In order to enable them to do this they require the capacity to take on a greater role in planning, monitoring and decision-making. A phased approach to training and assistance to the councillors will be developed in close consultation with relevant GOA agencies such as Mol, OAA and the Ministry of Parliamentary Affairs. In addition, the elected Council Chairpersons will be provided with assistance to organize themselves to discuss their challenges and experiences, to devise collective strategies to effectively engage the executive offices in their respective provinces and to advocate with national policy makers on matters of concern to effective sub-national governance.

Both the executive and the representative elements of a democratic society need to maintain constant communication with their constituents in order to ensure their actions are consistent with the demands of the citizens. In order to ensure the public is fully aware of the roles of their country's new democratic institutions and the appropriate means by which they can influence decisions, it is important that an awareness campaign be aimed at raising citizens' level of understanding so that they can meaningfully engage in with government at the sub-national level. To achieve these twin objectives, four interlinked outputs have been designed to enhance the representative aspect of sub-national governance in Afghanistan:

Output 3.1: The capacity of elected sub-national representative bodies to undertake their roles in citizen representation, public service monitoring and conflict resolution is strengthened

ASGP will prepare and implement a capacity development strategy for elected councils in line with GoA policies. Under the auspices of the Provincial Councils Working Group, ASGP will collaborate with other donor interventions in this field, ensuring that UNDP assistance is consistent with the policies of the Afghan Government.

3.1.1 Design a capacity development strategy for Councillors

Under the guidance of the GOA/donor Provincial Councils' Working Group, led by MOI, a capacity development strategy will be prepared to assist Councillors to assess the quality and equitable distribution of public service delivery, build citizen awareness of and participation in governance and prevent or resolve local conflicts in collaboration with the Provincial Administration.

The broad focus of the approach will be on practical issues such as understanding relevant laws, oversight of development programmes, roles and responsibilities of elected members, leadership qualities, peace-building and conflict resolution skills. The women elected members will be supported to enhance the social perspectives of women leaders on issues such as gender, social inclusion-exclusion, rights and governance. In addition, efforts will be made for engaging the councillors in a participatory process of assessing the activities of all executive service delivery agencies and projects that are underway in their localities. The process proposed will involve use of carefully prepared facilitation techniques for collecting information, identifying constraints and proposing appropriate solutions to improve basic service delivery.

Materials to support the trainings will be developed and radio broadcasts will be used. Information fairs on government systems, procedures and delivery mechanisms and exposure visits for Councillors will improve interface with the government representatives as well as assist the process of learning good practices. The capacity development strategy should help councillors to understand changing administrative structures at the provincial level and their relationship to other bodies. In the long run, support would be provided to the Government of Afghanistan for developing and institutionalizing a capacity development system for local councillors.

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3.1.2 Implementing the capacity development strategy

The approach will be implemented initially in the participating provinces. This strategy will build upon materials and systems developed by other donor activities, such as the USAID ALGAP project. Additional provinces may also be supported through networked affiliations with other donor activities. Support will be provided by the regional ASGP teams to supplement training. Training of trainers will be organized in cooperation with other stakeholders to establish a pool of trainers that can be used by multiple projects. Exposure visits to other countries such as Indonesia and the Philippines will be organized to increase the Councillors' understanding of the operations of elected representative bodies in other countries as well as the role played by active elected leaders in development management. The approach will be designed and implemented in collaboration with the GoA-led Working Group on Provincial Councils to minimize overlap with other donor interventions/ or to synergise and converge with other donor interventions.

Output 3.2: A platform to facilitate coalition building and networking among sub-national elected representatives is created

The ultimate aim of this output will be to establish a platform for elected sub-national representatives to exchange information, provide technical assistance and to effectively advocate sub-national governance issues with central government institutions. The platform will be used as a mechanism to articulate common interests of the Councils, assisting the individual Councils through technical assistance and ensuring that they are provided with relevant and up-to-date information to support their functions.

In order to initiate this organizational development process, ASGP will focus initially on assisting the Provincial Council Chairpersons to form a network or alliance. The process will also ensure the women PC members are represented on this alliance. This alliance will not only be supported to meet at national level, but also at regional levels to involve other council members. These regional consultations will be held to build consensus on key issues before initiating advocacy at the national level. Linkages of the alliance will be established with the PC committee in Meshrano Jirga.

ASGP will assist the GOA, if requested, in creating a small secretariat in OAA to support platform activities. The size and composition of the secretariat will grow as the complexity of the functions and the availability of resources increases. Technical assistance will be contracted to support the establishment of the platform and its Secretariat.

Output 3.3: Citizen awareness and understanding of sub-national governance is deepened

A critical aspect of long-term support to peace-building efforts focuses on improving both the capability and orientation of local service providers from all sectoral agencies. Over the past four years, investments have been made to build capacities of the Government to meet the development needs of its citizens. However, it is increasingly recognized that enhancing citizen's awareness of their right to demand better access to public goods and services will be required in order to push Government agencies to improve the quality of their services. In order to build the capacity of citizens to demand better service from government agencies, MOI has expressed the need for legal literacy campaigns at the local level. Support will be provided for citizens to become more aware of the procedures, rules for accessing government services important to people, as well as their responsibilities in registering births and deaths, etc.

Orientation programmes will need to be provided that give Afghan citizens a clearer understanding about the specific roles and responsibilities of the government institutions they encounter at the sub-national level, including representative councils and Development Committees. As the institutional framework of sub-national government becomes clearer, citizens will need to understand their role in the development processes, especially how activities are prioritized, how budgets are prepared and spent, who is entitled to receive certain services and, critical to the peace building process, the procedures used to determine who has the right to use natural resources in their community. This knowledge will empower people to more

effectively influence the operations of government agencies, hold their representatives and government officials accountable and take initiatives to promote security and development in their localities.

Local level campaigns will be organized for local citizens, Community Development Committees (CDCs), traditional jirgas and local shuras, women's groups and youth clubs in the participating provinces. Special efforts will need to be made to reach out to women and ensure their access to information. Local level campaigns can be organized through using traditional, electronic, print and other media.

The ASGP activities related to citizen awareness of local governance will be implemented as part of a wider civic education campaign of the Independent Electoral Commission under the ELECT programme. The civic educators created under the ELECT Phase I programme can act as catalysts for change. ASGP will also closely collaborate with the capacity development activities of Community Development Committees of the National Area based Programme. Further linkages will be forged with other donor activities and involved in civic education on governance issues.

Ultimately, the awareness and capacities built under this output will strengthen the ability of diverse development actors to inform and involve citizens in holding government agencies accountable for their actions.

Output 3.4 Capacity to undertake conflict sensitive sub-national governance is enhanced

The Chairperson of the National Parliament has initiated efforts to make the elected representative bodies of Afghanistan the drivers of conflict prevention in the country. Strategically, therefore, UNDP-supported governance efforts in the Afghan provinces should be used to build capacity in local governing bodies (executive and representative) to undertake development functions as well as to consolidate peace, where possible. In order to do so, ASGP interventions must be designed through the "lens" of peace building and the language of ASGP must give unconditional attention to building governance capacity to reduce the risks of future conflict.

3.4.1 Establish a knowledge development center for conflict sensitive sub-national governance

In Afghanistan, the most relevant issue facing sub-national governing bodies today is how to ensure their overall performance contributes to conflict resolution and sustaining peace. In order to ensure this issue is effectively addressed, ASGP will establish a knowledge center that will focus its attention on developing tools devoted to building a deep appreciation of attitudes and modes of operation consistent with conflict sensitive governance at the sub-national level.

The work of the knowledge center will help ASGP to maintain a central articulating focus that relates its governance capacity building objectives to the mitigation of future conflict. The knowledge center will operate as a public facility, open to government and citizens alike, strengthening the idea that reconciliation and peace building are fostered when everyone has an opportunity to learn together. The outputs of the center will be varied, but typically produced in the form of technical briefings, operational guides and training/orientation programmes. Staff of the knowledge center will have the opportunity to visit local administrations periodically to assess and document the impact of the 'value added' nature of ASGP work for peace building. Their assessments would be used in combination with other information sources to prepare manuals and guidelines for use by sub-national administrations, national government agencies, NGOs, UNDP and other ASGP implementers. The materials produced by the Knowledge Center will be particularly critical in the implementation of activities contained in Outputs 2.3 and 3.3 above.

The ASGP knowledge center will support the design and carry out, in close collaboration with GOA, an on-going assessment of changes in the conflict situation in its programme areas. A conceptual framework for such an assessment methodology has been developed by DFID that incorporates a mixture of 'tools' including PRA and 'social audit' techniques. UNDP and other agencies have also developed similar approaches. Such assessments help establish and monitor

baseline information that will help to ensure that ASGP interventions are designed and implemented in a manner that fosters a truly people-centred approach to peace and stability.

3.4.2 Conduct training in conflict sensitive development for GOA and ASGP staff

ASGP needs to be organizationally equipped with the necessary staff skill sets to carry out conflict sensitive governance capacity building work. There is a serious need for programme staff and GoA personnel to develop a sound understanding of the principles of conflict sensitive work early in the programme. Further specialized skill training and team building exercises will be introduced at appropriate points in the programme implementation cycle. These would include participatory methods of planning, monitoring and information system development, among others. Several opportunities for international training, both long- and short-term, will be identified for qualifying GoA personnel.

Component IV: Management of ASGP builds capacity of GOA to undertake full programme implementation responsibility

While the implementation of the above outlined programme components will be initially supported by UNDP, it is envisaged that over a period of time, the capacity of the government will be built for national implementation of the programme. A National Implementation process will lead to greater self-reliance by effective use and strengthening of the management capabilities and technical expertise of national institutions and individuals. This will improve sustainability of the programme by increasing national ownership to development activities. Further it can enhance integration with national programmes through greater use of appropriate national systems and procedures. The fundamental objective of national implementation is to build management capacity, self-reliance, sustainability and full integration of programme outcomes with national development goals and approaches.

GOA has requested that ASGP be nationally implemented. At present, it is felt that capacity for national implementation is not adequate in the respective ASGP partner GOA agencies. However, with the agreement of all parties, including participating international donors, UNDP will ensure a systematic and broader institutional survey to establish a medium term framework for the transition to national implementation and undertake a programme of orientation, assessment and capacity development for the GOA partners in order to facilitate a well-managed, progressive hand-over of implementation authority within the lifetime of the programme.

4.1 Capacity for national programme implementation within the life of the programme is established

The programme implementation and management process will ensure broad-based participation and leadership of government stakeholders at central and sub-national levels in different programme components.

While the importance of national implementation is recognised, the process will require considerable support. According to UNDP global policy, National Implementation is used when there is adequate capacity in government to exercise its ownership and responsibility for UNDP programme activities. As GOA is keen on national implementation, ASGP will support GOA in ascertaining the national capacities during the initial stages.

Independent capacity assessments will be conducted by international experts to review important elements of programme management. They will cover the technical capacity of GOA focusing on its ability to monitor the technical aspects of the programme or project. Other elements will cover managerial, administrative and financial capacity. Financial aspects will focus on the Public Financial Management System looking at national flow of funds, audit and oversight, procedures and capacities, with a view to strengthening government as well as assisting it in establishment of appropriate cash transfer modalities including timely and accurate payments for activities conducted in provinces. The analysis can build on existing assessments in the country such as that of World Bank Country Financial Accountability Assessment, Public Expenditure Review, Country Procurement Assessment review and Institutional and Governance Review.

In addition, individual agency assessments will be conducted on their capacity and commitment to undertake responsibility for programme management. Individual sub national GOA units may also be included in the assessment process if it is intended that they implement programme subcomponents with a substantial degree of autonomy. Guidelines for these assessments will be developed in collaboration with the UNDP Headquarters and the UNDP Afghanistan Policy and Programme Support Unit.

The assessments should provide recommendations to strengthen the less robust areas to feed into the overall capacity development plan. The recommendations of the independent assessments will be designed to assist in the determination of (1) whether GOA or UNDP implementing rules can be used for national implementation of ASGP, (2) the comparative advantages of GOA, UN specialized agencies, UNDP CO and other entities to implement particular sub-components of ASGP, (3) the coordination arrangement required among ASGP's GOA partners to ensure all programme components remain fully integrated under national implementation and (4) the most rationale pace for programme implementation handover.

Once the recommendations of the assessment have been accepted, ASGP will assist in determining the capacity-building measures needed in order to ensure that the programme will be managed effectively. This process of capacity assessment and development will be linked to the overall negotiation of National Implementation guidelines by UNDP.

Capacity building will focus on strengthening national capacities in programming, formulation and execution, administrative management of projects as well as accounting, reporting and evaluation. The focus would be aligned to the new results-based management arrangements and modalities. Special training in programming, project management would be delivered through modular training programmes. Training on a results-based approach to management and reporting will be emphasised. The trainings and process changes should improve managerial capacity resulting in ability to plan, monitor and co-ordinate activities; administrative capacity leading to an enhanced ability to procure goods, services and people on a transparent and competitive basis; prepare, authorise and adjust commitments and expenditures; and financial capacity improving ability to produce programme and project budgets, ensure physical security of advances, cash and records, disburse funds in a timely and effective manner and ensure financial recording and reporting. This will be followed by on-the-job mentoring to the relevant individuals, which will help to internalize the new rules and procedures. The roles and responsibilities of different parties will be based on an assessment of their capacity to effectively manage the project and deliver the intended outputs. It will be ensured that the capacity building component of national implementation is examined at regular intervals to ensure sustainability.

A timetable will be agreed among all parties for the transfer of national implementation authority from UNDP. The handover process will be conducted according to a detailed workplan. Under national implementation, the individual agencies previously identified as the lead for the three substantive components will each have enhanced responsibilities. An adequate scale of technical assistance provision will be necessary to facilitate full understanding and implementation of national implementation procedures. Although the shift to national supervision and ownership will be complete, with mutual agreement, certain subcomponents of the programme may continue under out-sourced implementation management.

D. Coverage, Sequencing and Duration

The ASGP will assist in the development of a national framework for support to sub-national governance and support the implementation in a total of approximately twenty Provinces during the life-time of the programme. It is presently anticipated that this will happen in accordance with the following sequencing of provincial coverage and activity implementation:

- First, the programme will cover selected provinces in each of two regions during the first phase. The programme will be upscaled to cover selected provinces in a total of 4 regions in the second phase.
- A basic set of activities will be implemented across all districts and municipalities in the participating provinces. However, many will be implemented only in a smaller number of pilot areas.

- The programme provides room for prioritization among the proposed activities to adjust to the local context, interests and the feasibility of implementation.
- The overall selection of provinces to be covered by the programme will be guided by objective criteria related to poverty and security, national strategies and local commitment to participation.

The total duration of the programme is currently set at five years. However, a ten year perspective is anticipated as necessary for the basic capacity development assistance.

E. Gender Strategy

The following major steps would be taken to specifically develop the capacity of women staff and elected representatives and to address gender issues in the functioning of the councils and administrations as well as in the areas of governance in which they are involved:

- All staff and councillors - women and men - will be trained on gender issues, and gender will be mainstreamed in other areas of capacity development support.
- The participation of women staff and councillors in training and broader CD activities (per category) will be monitored by the programme to ensure - as a minimum - equal participation.
- Separate capacity development activities will target women elected councillors, including eventually establishing a women councillors' network at the regional/national level (with involvement of the Council Chairpersons').

Within the broader support for sub-national governance reforms, this aim of the component is the creation of a more conducive environment for dynamic partnerships between the elected councils, the provincial and local authorities, and citizens and civil society organisations thus contributing to the strengthening of (sub-national) governance in the Afghan society.

F. Linkages and Partnership

This programme will be implemented in close partnership with donor agencies providing support for provincial councils as well as broader support for sub-national governance. This includes the main donor agencies (in particular the World Bank and ADB) closely involved in the support of the PAR process. It should be emphasized that whereas many of these programmes support the reform of a number of government ministries with reforms of their offices at the provincial and (in for some) lower level and central-local relations, the focus of the UNDP programme for support to sub-national governance is the functioning of provincial (and lower tiers of) governance, i.e. the horizontal relations and the capacity of the provincial and local administration to manage the processes.

Also, the programme will be implemented in close partnership with UNAMA and the wider UN system in Afghanistan. Programme input for the development of the national policy and legal framework related to sub-national governance will be provided within the overall framework of the UNAMA support to the Government of Afghanistan. At regional level, the UNAMA Governance Officers will take a lead role in implementing the UNDP programme. Support for the development of central-local relations and local governance processes will be provided in close partnerships with other UN agencies.

As mentioned in the strategy section, the ASGP will contribute towards the major outcome, all reflecting institutional changes in local governance. A number of outputs expected from the programme contributing towards these outcomes will be outputs produced jointly with other UNDP governance programmes in an *integrated approach for support to local governance*, notably:

- *Parliamentary Development* - the SEAL programme will be the main entry point for supporting parliamentarians to engage in the development of sub-national governance, including the legislation required.

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- *Access to Information and ICT for Development* programme will provide complementary support in addressing issues of transparency and access to information and media in local governance.
- *ACT programme - programme for Accountability, Integrity and Transparency in Afghanistan* - strengthening integrity in local governance will be supported jointly by the ASGP and ACT programmes contributing both to this outcome.
- *Support for Civil Society* - the Afghanistan Civil Society Empowerment Programme will be the UNDP programmatic partner for strengthening the role of CSOs in local governance. Also, the engagement of youth will be supported by professional from both fields.
- *Support for provincial development planning processes* - the programme will work in close partnership with the MRRD, MoE and the UNDP NABDP in supporting the national effort to establish a coherent and participatory provincial planning process as envisaged with the creation of the Provincial Development Committees.
- *Counter Narcotics* - an important responsibility of Provincial Councils outlined in the Provincial Council Law (2005) is to 'participate actively and effectively to ban the poppy cultivation, drug and narcotic production and addiction to them by providing awareness regarding the danger of using the substances, and attracting the cooperation of people and institutions involved in campaign against drugs'. This will be supported in partnership between the ASGP and the Counter Narcotics Trust Fund (CNTF).
- *Electoral Systems and Processes* - the ASGP will address the representational arrangements for the local councils which include issues related to the electoral systems. This would be supported in partnership with the programmes for support to the Afghanistan Elections Commission.
- *Justice and Human Rights* - the Afghanistan Justice and Human Rights Programme will be the partner for addressing the dispute resolution and mediation responsibilities of local administrators and elected councillors and their role in ensuring that dispute resolution practice at local level are in accordance with the law and human rights principles.
- *Afghanistan Information Management System* - AIMS has developed an extensive set of mapped data bases for most provinces and many municipalities of the country. In addition, AIMS collaboration with the GOA Central Statistics Organization will provide ASGP with access to data necessary to measure progress in programme localities

The expected results (outcomes and outputs) are described in the Results and Resources Framework in the next section.

Part III: Draft Project Results and Resources Framework

UNDP Service Line (MYFF)

UNDP's MYFF Goal 2; and MYFF Service Line 2.1 (Policy support for democratic governance) and 2.7 (Public administration reform)

Intended Outcome as stated in the Country Results Framework

The democratic state and government institutions strengthened at all levels to govern and ensure quality public services through advocacy, policy advice and capacity development.

Outcome Indicators as stated in the Country Programme Results and Resources Framework, including baseline and target

- Central government agencies effectively leading the national dialogue on the future of central-local relations and effectively supporting the development and functioning of sub-national governance with active participation of civil society (including those representing the voices of women, youth and various groups of the Afghan society).
- Participating Provincial, District and Municipal Administration are restructured as per PRR to facilitate effective and efficient public service delivery.
- The Training and Development Department of the IARCSC functions to effectively train local administrators (development of curriculum, managing pool of trainers and monitoring quality and impact)
- Local public service delivery administration is conducted in an increasingly transparent and accountable manner with participation of elected councils, citizens and relevant representative organizations
- Local governments in pilot provinces effectively identify and address potential triggers for conflict in planning and management.
- Networks of elected local representatives function effectively to influence central-local relations and develop capacity for sub-national governance.

Baseline: Lack of an overarching policy and institutional framework for sub-national governance, inadequate capacities of administration in service delivery and weak capacities of Provincial Councils to engage with government agencies.

Target: Clarity on the policy framework for sub-national governance and improved systems and capacities for ensuring service delivery.

Partnership strategy:

The activities will be implemented in partnership with Ministry of Interiors, IARCSC and OAA at the central level and sub-national administration. UNAMA and various donors working in this sector will be strategic partners in the various interventions. Civil Society groups will be important partners for catalysing many of the processes and capacity building initiatives.

Project Title and ID (Atlas Award ID):

Afghanistan Sub-national Governance Programme (ASGP)

Project Outputs	Output Indicators and Targets	Indicative Activities	Partners	Input
OUTPUT 1.1				
The capacity in MOI to design and regulate a new sub-national governance framework is developed	<ul style="list-style-type: none"> i. Completion of MOI Stage 3 PAR ii. Establishment of a clearinghouse of information on national and international experience in sub-national governance iii. Policy making function within MOI created to enhance capacity to plan a subnational policy iv. Capacity to undertake a subnational policy consultation and design exercise created within government 	<ul style="list-style-type: none"> ▪ Support to development of implementation strategy for Stage 3 PAR for MOI ▪ Support to establishment of RIMU in MOI ▪ Assistance in creating a policy analysis unit in the reorganized structure ▪ Develop a systematic capacity building plan for MOI based on PAR ▪ Undertake training and provide mentoring support to MOI staff for institutionalization of PAR reforms. ▪ Study missions to other countries to examine their sub-national governance with mission report and workshop after their return to share experience ▪ Potential twinning arrangement with another country/institution for purposes of sharing experience on sub-national governance ▪ Support to strengthening of the policy-making department within MOI to oversee and coordinate sub-national policy ▪ Training of key officials in policy analysis and development by University faculty and other policy institutions and experts. 	<ul style="list-style-type: none"> ▪ MoI, OAA, MoF, CSC ▪ Donor partners [TBC] 	<ul style="list-style-type: none"> ▪ International and National Technical Advisors on PAR and RIMU ▪ International Technical Advisors on local government policy-making/law and specific sub-national sectors ▪ 2 technical advisors (nat.) full-time attached to Government central agencies/ministries for policy unit ▪ Equipment and material for MOI ▪ Financial and technical support in the setting up of a national forum and secretariat for sub-national governance ▪ Travel costs for international study tours ▪ Finance for training workshops
OUTPUT 1.2				
A broad-based understanding of the current sub-national governance system is created	<ul style="list-style-type: none"> i. Study reports on current state of sub-national governance and legal and regulatory frameworks and shared by the government with other stakeholders ii. Increased awareness of government stakeholders on sub-national governance and roles of central government agencies in supporting subnational service delivery iii. Active participation of civil society esp. women in public consultations on sub-national governance policy assessment iv. Increased access to policy documents, legislation and regulation on sub-national governance through internet kiosks at sub-national level 	<ul style="list-style-type: none"> ▪ Studies to analysing current legal framework of central-local relations, including the functioning of councils and responsibilities of relevant central agencies at the sub-national level ▪ International research organizations and individuals conduct policy analysis on subnational issues in collaboration with MOI ▪ Collaborating with research institutions and individuals to conduct analysis of sectoral laws, regulations related to sub-national governance ▪ Regional and national consultations to discuss the findings of the assessment on sub-national governance and on selected themes, e.g. fiscal arrangements, security, local economic development ▪ Preparation of the report and formal consultation with government ▪ Visits/attachments of central officials to selected provinces districts to understand the impact of their policies and practices ▪ Attachments of sub-national officials to central agencies/line ministries in Kabul to understand and sensitise the centre of their governance challenges ▪ Support to develop ICT solutions for web-access to policy/legal documents 	<ul style="list-style-type: none"> ▪ MOI, OAA, MRRD, MOE, MOF, Research institutions 	<ul style="list-style-type: none"> ▪ International and National Advisors – ▪ Sub-contracting institutions ▪ Finance for national and regional consultations and workshops ▪ Travel costs ▪ Communication and documentation ▪ Sub-national websites

Project Outputs	Output Indicators and Targets	Indicative Activities	Partners	Input
OUTPUT 1.3 The design of a strategic institutional framework for sub-national governance is in place	<ul style="list-style-type: none"> i. Active participation of civil society esp. women in public consultations on sub-national governance policy making ii. Vision for sub-national governance articulated with a road map for how it will be pursued iii. Clarified and revised sub-national policy/legal/regulatory framework 	<ul style="list-style-type: none"> ▪ Assistance to regional consultations on sub-national governance framework with different agencies, public and other civil society groups ▪ Support national dialogues on a periodic basis to design the revised institutional and legislative framework of sub-national governance with international experts ▪ Propose options for equitable and efficient framework for inter-governmental fiscal relations ▪ Draft overall sub-national governance framework and draft laws, rules and regulations necessary to implement the framework ▪ Technical support to central agencies in development of rules and regulations on sub-national governance policy/PAR 	<ul style="list-style-type: none"> • MOI • Provincial administration, civil society 	<ul style="list-style-type: none"> • National and International Workshop • Facilitator • Experts travel • National and International Advisors • Travel costs • Finance for national consultations, conference and workshops
OUTPUT 2.1 A sub-national PAR strategy is finalised and participating Provincial Governor's offices, district administrations, municipalities are strengthened	<ul style="list-style-type: none"> i. Restructuring methodology to carry out PAR reforms in provincial, district administrations and municipalities improved ii. Participating provincial administrations, including associated districts and municipalities restructured iii. Skills and knowledge of civil servants strengthened in participating provincial and district administrations to perform revised functions iv. GOA costed sub-national PAR implementation strategy 	<ul style="list-style-type: none"> ▪ Supporting IARCSC and MOI in assessment of reform methodology in pilot provinces and sharing of lessons and recommendations for sub-national PAR strategy ▪ Support to IARCSC and MOI to design a reform implementation methodology for administration and municipalities ▪ Exposure visit to international best practices in PAR implementation methodologies ▪ Support establishment of reform implementation management unit in MOI and in the participating governor's offices ▪ Assessment of the current management systems and processes, awareness building on reform process and preparation of an implementation plan and budget. ▪ Undertaking change management processes in the participating agencies ▪ Supporting training, consulting and coaching to institutionalize the reforms in provincial and district administrations 	<ul style="list-style-type: none"> ▪ IARCSC, MOI, Office of governor, training institutions, Business Process Reengineering Institutions 	<ul style="list-style-type: none"> ▪ International advisors to support IARCSC ▪ National advisors and UNVs to support implementation process for Central and Provincial RJMUs ▪ International Exposure visit ▪ Consultants for change management ▪ Finance for training workshops, training facility, material ▪ Coaching /consulting provided upon demand ▪ Equipment ▪ Travel
OUTPUT 2.2 Skills and knowledge of civil servants to manage basic services are upgraded	<ul style="list-style-type: none"> i. Basic and specialized training programmes and training materials developed ii. 250 trainers to deliver basic/introductory training programme trained iii. 8000 of civil servants trained in basic/introductory programme 	<ul style="list-style-type: none"> ▪ Support to IARCSC/TDD and its regional centres in the development of the training plan and programmes ▪ Selection and hiring of external trainers including women trainers ▪ Support Participatory development of training curriculum for basic training, training materials (gender sensitive) and calendar with participation of provincial and district administration ▪ Assessment of special training needs based on administrative reform priorities and development of specialized training curriculum (gender 	<ul style="list-style-type: none"> ▪ CSC,I/O, Provincial administration 	<ul style="list-style-type: none"> ▪ Subcontracting ITO ▪ Long-term CTAs ▪ National Trainers ▪ UNVs ▪ Training material ▪ TOT ▪ Finance for training workshops ▪ Local and international travel

Project Outputs	Output Indicators and Targets	Indicative Activities	Partners	Input
	<ul style="list-style-type: none"> iv. Training specialists at TDD/regional centres are able to facilitate the development of training curricular on their own v. TDD demonstrates capability in monitoring training quality and impact 	<ul style="list-style-type: none"> ▪ sensitive) ▪ Collect training curriculum and training material for civil servants from other countries ▪ Organization of the Training of National Trainers including women trainers ▪ Organisation of basic and specialized training programmes with regional training centres ▪ Development of the quality assurance standards for the training programmes, including competency assessment methodology ▪ Evaluation of the effectiveness of the training programmes 		<ul style="list-style-type: none"> ▪ Equipment
OUTPUT 2.3				
Management of public service delivery in participating provinces and municipalities is improved	<ul style="list-style-type: none"> i. Coordinated service delivery mechanisms set up at provincial level ii. Facilitated dialogue methods introduced and stakeholders trained in use of these tools iii. Development management information system piloted iv. In creased citizen participation in service delivery monitoring v. Municipal revenue collection and service delivery improved 	<ul style="list-style-type: none"> ▪ Supporting the governor's office to coordinate the process of improving service delivery through hiring advisors in regional teams ▪ Facilitate participatory assessment of workplanning and budget processes, service delivery mechanisms and effectiveness (ensuring access of women) in provincial and district administration and developing methodology for improving service delivery ▪ Conducting training, reflection action workshops, coaching and facilitation to improve service delivery ▪ Supporting participatory workshops to prepare a user-friendly development information system for monitoring basic service management by different providers ▪ Facilitate processes of alliance building among different actors through sensitisation, workshops to share experiences, assess impacts of projects and build relationships ▪ Developing mechanisms for engagement of citizens, traditional groups in service delivery monitoring ▪ Facilitating tracking of service delivery progress by PDCs as per ANDS benchmarks ▪ Prepare paper on obligatory service functions and minimum service standards for Municipalities ▪ Prepare fiscal profile of selected municipalities, assess collection efficiency and cost-to-collection ratio ▪ Undertake consultations between MOI and selected municipalities to realign existing budget structure to make it more flexible and transparent ▪ Undertake study on flow of funds to municipalities ▪ Establish municipal information system to improve assessment and delivery systems of municipal services 	<ul style="list-style-type: none"> ▪ MoI, other line ministries, office of the governor, planning bodies, provincial & district administration, municipalities, Citizen groups 	<ul style="list-style-type: none"> ▪ Advisors (service delivery and basic management advisor to work with Prov. Admin. and advisor to work with municipalities) ▪ NGOs/CSOs ▪ Finance for training workshops, training material, training facilities and equipment ▪ Finance for meetings/workshops ▪ Short-term facilitators for service delivery mechanisms, alliance building ▪ Research organizations or short term consultant for municipal fiscal management studies ▪ MIS and GIS for information management in municipalities ▪ travel, logistics
OUTPUT 3.1				
The capacity of elected sub-national	<ul style="list-style-type: none"> i. Capacity development strategy and training materials developed for 	<ul style="list-style-type: none"> ▪ Contracting NGO to develop and implement practical training programme for councillors including elected women to perform their 	<ul style="list-style-type: none"> ▪ MoI, OAA, PCWG, PCs, 	<ul style="list-style-type: none"> ▪ Subcontracting NGOs ▪ CTA

Project Outputs	Output Indicators and Targets	Indicative Activities	Partners	Input
representative bodies to undertake their roles in citizen representation, public service monitoring and conflict resolution is strengthened	<ul style="list-style-type: none"> i. councilors and mainstreamed in government agencies ii. Trainers created to deliver training programme iii. 200 Councilors trained iv. Increased participation of councilors in service delivery oversight 	<ul style="list-style-type: none"> functions Selection and training of trainers including women trainers Development of curricula and training materials which are gender sensitive Implementation of training programmes and evaluation of the effectiveness Participatory workshops for councilors in participatory approaches to service delivery monitoring Organizing information fairs at regional level Use of radio for information dissemination Organising two exposure visits for selected 40 councilors including women Workshops to discuss government institutional mechanisms for capacity development of councilors Support to PC Working Group 	ARD	<ul style="list-style-type: none"> 50 trainers (built on existing pools) Finance for TOT workshops Finance for Training materials Finance for training workshops, training facilities and equipment Finance for information fairs Finance for radio serials for councilors (content, air time, equipment) Travel costs for exposure visits/study tours for 40 council members Logistics
OUTPUT 3.2 A platform to facilitate coalition building and networking among sub-national elected representatives is created	<ul style="list-style-type: none"> i. The platform established and regularly meeting ii. Agenda developed by PCs for regional meetings and issues taken up with the PC committee in Meshrano Jirga iii. Long term mechanism of cooperation with central government developed 	<ul style="list-style-type: none"> Assistance in establishment of a platform and the secretariat Support to meetings and setting up communication mechanisms at national level Organising regional consultations Supporting trainings to develop necessary negotiation and communication skills Development of training and coaching programme for secretariat and most active Council members 	MOI,OAA, PCWG, PCs, ARD, PC committee in Meshrano Jirga	<ul style="list-style-type: none"> National advisors Local staff of secretariat UNV Finance for National meetings Finance for regional meetings Finance for training workshops Travel Equipment for secretariat
OUTPUT 3.3 Citizen awareness and understanding of sub-national governance is deepened	<ul style="list-style-type: none"> i. Target group, content and the communication design and tools defined for campaigns ii. Citizen awareness campaigns organised with different partners in participating provinces iii. In creased participation of CDCs and local shuras in civic education process 	<ul style="list-style-type: none"> Identify agencies for development of communication material for broadcasting through mass media Identify partners for delivery of the campaigns in provinces, districts and villages Organising orientation programmes for citizens (especially women), local shuras, legal literacy campaigns and disseminating information material 	NGO, PCs, CDCs	<ul style="list-style-type: none"> Subcontracting NGOs Subcontracting Media agencies Finance for campaigns Finance for information material Travel Equipment

Project Outputs	Output Indicators and Targets	Indicative Activities	Partners	Input
OUTPUT 3.4 Capacity to undertake conflict sensitive sub-national governance is enhanced	<ul style="list-style-type: none"> i. A well-functioning knowledge development center established for conflict sensitive subnational governance ii. A set of conflict sensitive assessment indicators is in use by sub-national stakeholders iii. Awareness of the link between conflict and governance practices is built 	<ul style="list-style-type: none"> ▪ Consultations with government to conceptualise the centre ▪ Subcontract an NGO to manage the center ▪ Preparation of guides and manuals and conducting training/orientation programmes ▪ Upgrading capacity of NGO and GOA to prepare conflict sensitive training and awareness building activities by an international expert ▪ Conducting training for ASGP, CSOs, GOA national and subnational staff 	NGO, National Parliament	<ul style="list-style-type: none"> ▪ Finance for meetings ▪ Sub-contract NGO ▪ Finance for material preparation ▪ Finance for trainings venue ▪ Travel costs for study tours ▪ International expert
OUTPUT 4.1 Capacity for national programme implementation within the life of the programme is established	<ul style="list-style-type: none"> i. GOA assumes responsibilities for National Implementation of ASGP by end of year three 	<ul style="list-style-type: none"> ▪ Conduct National Implementation capacity assessment of GOA systems and ASGP implementing partners ▪ Prepare recommendations for improvement and timetable for handover ▪ Conduct training in National Implementation principles and practices ▪ Support building of systems and processes ▪ Design out-sourced implementation management contracts to continue programme progress 	GOA, MOI, MOF, MOFA	<ul style="list-style-type: none"> ▪ International Advisor ▪ Finance for meetings/workshops ▪ Finance for trainings workshops

Part IV. Management Arrangements

A. Execution Modality

The project in the initial phase would be implemented under the Direct Implementation modality. Given the need for speed of delivery and decision-making and inadequate capacity of the government agencies, UNDP will assume the role and responsibilities for management of activities and be responsible for formulation, implementation, monitoring, reporting and evaluation, and overseeing programme performance. This process would, however, ensure government participation at all stages. As mentioned earlier, ASGP, based on the capacities developed, will move from direct implementation support to national implementation.

B. Management Structure

UNDP is guided by the new Results Management Arrangements which outlines the processes, policies, and approaches to be followed in programme & project management. To ensure accountability for programming activities and use of resources, appropriate management and oversight arrangements will be ensured. Please see Figure 2.

Project Executive: To support the implementation, a **Project Executive Group (PEG)** would be formed. This would be comprised of senior representatives from GOA (MOI, OAA and IARCSC, MOE, MRRD, MOF), UNDP, UNAMA and donors. The PEG will be co-chaired by OAA and UNDP and OAA will be responsible for facilitating high level coordination.

The PEG will provide overall guidance to the programme, make executive management decisions, approve annual project work plans and budget, review milestones and recommend adjustments as needed. Significant and substantive changes to the programme components that affect more than one institution should be approved by the PEG upon formal consultation and agreement with the relevant institution. This committee would also help in providing strategic direction to the programme, monitor progress of development outcomes vis-à-vis the planned targets and help identify policy lessons for replication. As a part of its overall coordination role, GOA will assist in linking the project partners with the relevant national priority programmes. For policy leverage, linkages will be established with the existing high-level governmental mechanisms on the various components of the programme (e.g., cabinet sub-committee on PAR, PC Committee in the Meshrano Jirga or in future to the IANDS provincial governance working group). The UNAMA Institutional Development and Governance Team will support the programme in facilitating policy linkages and in developing partnerships with other programmes. The PEG would meet at least once every three months to review progress or as required.

Project Manager: The day-to-day management support of the ASGP will be provided by the Project Manager (PM). The PM will support the OAA in the high level coordination and policy facilitation and provide operational support to MOI and CSC for the programme.

The fulltime **Project Manager** will be appointed by UNDP to coordinate various activities and be responsible for the achievement of programme outputs, coordination and collaboration between the different programme components, day-to-day implementation and management of the programme and staff recruited under the programme. The PM would monitor delivery of project deliverables and outputs, ensure receipt of quarterly reports for implementing partners and prepare and submit quarterly and annual progress reports to the PEG. The PM will consult the PEG for decisions when project tolerances have been exceeded. The PM will report to the head of the OAA, MOI, CSC and the UNDP Sr. Deputy Country Director.

Project Support: The PM would be supported by a **Project Support structure** which would provide project administration and management support. The Project Support structure with the Project Manager will be responsible for financial monitoring. The disbursement of funds will be done in accordance with the workplan. All payments will be linked to performance and quality criteria or milestones. Financial Reports will be prepared to delineate the expenditures.

Although the PM will implement the programme, the PEG will be engaged in quality review and monitoring of all aspects of the programme, including financial matters. Programme implementation will be carried out in a 'learning by doing' frame of reference to ensure that GOA partners are fully involved in all management decisions.

Management Teams for Programme Components: While the PM will provide support to the programme management of the ASGP, designated Government agencies will lead on the implementation and management of activities under individual programme components as shown in Figure 2. The designated lead agencies will work in cooperation with partnering Government agencies and regular meetings of these agencies would be held to ensure coordination and work planning for each of the programme components.

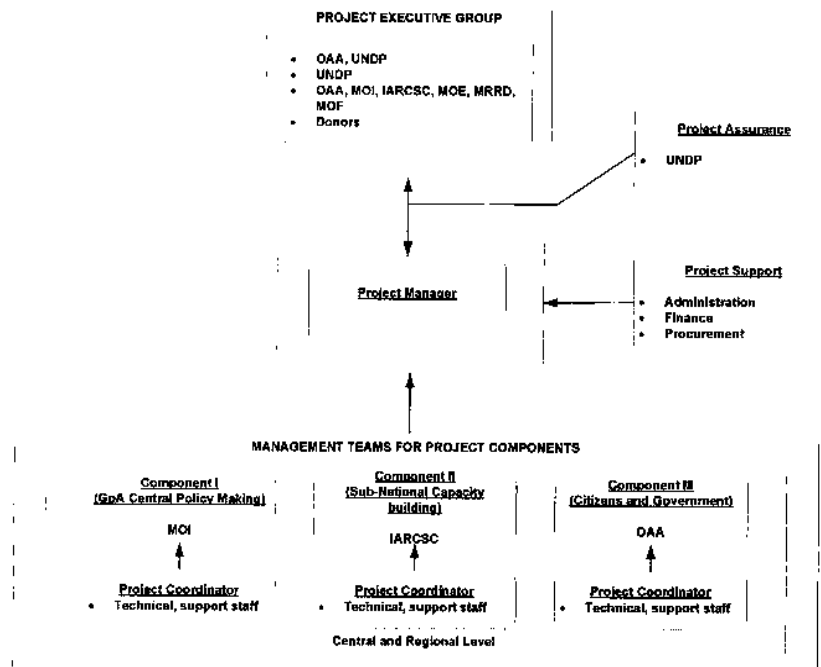
It is also envisaged that for each of the Components, management teams will be created at **central level (Kabul)**. Programme activities under the components will be coordinated by Project Coordinators based in the Government bodies who are leading on individual components according to workplans. The Project Coordinators will have an important function to ensure interlinkages between different components as well as liaise with the focal point in the lead government agency and other partnering government agencies for the component. The Project Coordinators will report to the Project Manager and to their lead government agency. The Project Coordinators will oversee the team of multi-skilled technical advisors deployed in each of the lead Government bodies and, if applicable, partner ministries. For some components, independent institutions or agencies may be selected. Technical Advisors in each component will also coordinate with each other across all the institutions to ensure rationalized and sequenced implementation of reforms in specific areas.

In order to manage the implementation process at the **sub-national or regional level**, similar management teams will be created. Activities at the subnational level under Component II and III implemented in partnership with different Government institutions will be supported by a regional management team. Technical advisors will operate from a regional basis but directly work with Government bodies at regional (Regional Civil Service Commission Offices), provincial (Office of the Governor, provincial administration, provincial councils), district (district administration) and municipal (Mayor) levels. Technical Advisors will perform their tasks under the overall guidance of the respective Programme Officer. On a daily basis, advisors will report to the head of the Government institution they will be working in. The UNAMA Governance Officer at the regional level will provide technical support to the programme (see Governance Officer TOR).

Project Assurance: UNDP CO has the primary responsibility under the partnership to support the Project Assurance function which would assess all aspects of the project's performance and deliverables and provide an independent feedback (through periodic monitoring, assessment and evaluations) on how appropriate project management milestones are managed and completed. UNDP will facilitate policy linkages and resource mobilisation for the programme activities and establishment of inter-linkages with the other thematic areas of UNDP interventions.

Figure 2

Afghanistan Sub-National Governance Project (ASGP) — Management Arrangements



Prerequisites and Prior Obligations: The Coordinating Agency (OAA) and MOI will provide adequate office space and facilities and access to relevant building to the PM and Project Support structure. The MOI shall also, to the maximum extent possible, identify, designate and make available among its own personnel the staff that will serve as a direct counterpart to, and work in close cooperation with, the PM, in particular supporting the finance, procurement and human resources management functions.

The IARCSC at the central and regional levels will provide adequate office space and facilities and access to relevant building to Programme staff working with them as a lead agency for a Programme Component.

Part V. Monitoring and Evaluation

A results-based management (RBM) strategy forms the basis of the UNDP M&E system. RBM is used for increasing transparency and accountability for the use of public funds. RBM requires that projects be executed with the outputs and outcomes clearly defined, performance indicators specified at each level and the project assessed on the basis of progress toward the outcomes. This would be ensured in the Monitoring and Evaluation strategy for ASGP and the focus would be on increasing development effectiveness and therefore centered on outcomes. This would be linked to investing and assessing of partnerships as outcomes are fundamentally dependant on the interacting strategies and activities of many development agencies and focus on learning. The ASGP will ensure that the approach to monitoring and evaluation system is participatory and is developed in close collaboration with the GOA PEG.

The **monitoring system** for ASGP will ensure systematic assessment of performance and progress of ASGP interventions. The monitoring indicators will be developed with PEG and the sub-national level stakeholders.

Instruments for monitoring of outcomes of different ASGP components will include continuous tracking of progress by PEG reviews on a quarterly basis, annual programme reviews; reporting on a quarterly and annual basis and validation by field visits. Joint field missions will be undertaken with donors. This will be linked to outputs and outcomes outlined in the Results Resource Framework (See Part III). The approach would be self-assessment by different

stakeholders under ASGP and will provide early indications of the quality, quantity and timeliness of progress towards intended outcomes and may lead to changes in planned assumptions, risks, performance of processes, revisions in strategies, activities and partnerships. At the sub-national level, participatory monitoring systems will be developed to ensure ownership and feedback of beneficiaries/stakeholders. The four components under ASGP will have strong stakeholder participation in regular monitoring. This would include organisation of regular meetings to discuss the results of monitoring exercises and assist in presenting written findings to the relevant agencies.

The **Evaluation system** will design a baseline, mid-term and final evaluation for the various intended outcomes. The ASGP outcome evaluation will assess progress towards the outcomes, factors affecting the outcomes, UNDP contributions and partnership strategy. This would therefore for instance, involve assessment of improvements in the service delivery (from the perspective of the duty bearers -government and the claim holders -beneficiaries), policy and the institutional changes which have contributed to the outcome, extent of UNDP support that has contributed to this improvement and the involvement and support of other agencies and the quality of partnerships. This will include assessment of institutional environment and capacity development in local administrations, representative bodies and civil society. Data on a limited number of judiciously selected indicators that are developed collaboratively will be collected and analyzed at the outcome level. The guiding principles at will be participation, simplicity, usefulness and cost effectiveness. Methodologies of desk reviews, key informant interviews, focus group discussions and sample surveys will be defined while planning the evaluations.

It will help in determining the relevance, effectiveness, efficiency and sustainability of interventions and contributions of different parties. This will also generate knowledge and learnings which will feed into future programming with government as well as assess strategic positioning and focus of UNDP vis-à-vis other partners. In order to ensure independence and objectivity, external evaluations will be conducted.

A detailed M& E Plan will be developed by Technical Assistance which will outline the framework defining the objectives, indicators and methods of data collection, reporting and feedback mechanisms; and a calendar indicating the time period. The consultant will closely work with PM, government agencies and other project partners. The M&E officer of ASGP will ensure preparation of output and outcome based reports and this will be coupled with feedback workshops with participants to assess their understanding of the interventions and their perception of its value to their work.

The benefits of Participatory Outcome Monitoring and Evaluation in ASGP can be characterised as

- creating ownership over evaluation results by programme participants and implementing groups
- increasing consensus on programme outcomes, outputs and activities
- providing timely, reliable, and valid information for management decision making
- enhancing learning by local stakeholders
- enhancing confidence of local authorities in programme management
- utilising local knowledge to solve local problems

Reporting: The project will provide narrative and financial reporting on a quarterly and annual basis to the government and donors, based on agreed format, timelines, and guidelines. Concise narrative quarterly reports will be submitted with full financial information three times a year. More detailed, longer annual reports will be submitted no later than 15 February of the following year.

All narrative reports will be based on and comply with UNDP's results-based management reporting guidelines and formats. Additionally, all results reported will have gender disaggregated data. Results will be reported against intended outputs and outcomes specified in the results-based logical framework supplied in this project document. Financial reporting will be based on the

UNDP CO financial reporting template and will detail expenditures against donor funding and by activity line in the approved budget.

The programme will provide a final narrative and financial report to the government and donors no later than two months after the close of implemented activities.

Audit: The financial and management audit of the project will be done according to UNDP rules and regulations.

ASGP Budget

	Year 1	Year 2	Year 3	Year 4	Year 5	Total (\$)
Component One: Building capacity in GOA to prepare a revised framework for sub-national governance.	728,000	594,000	534,000	866,000	806,000	3,528,000
Output 1.1 The capacity in MoI to design and regulate a new sub-national governance	724,000	404,000	304,000	224,000	204,000	1,860,000
Output 1.2 A broad-based understanding of the current sub-national governance system is created.	4,000	190,000	230,000	26,000	26,000	476,000
Output 1.3 The design of a revised strategic institutional framework for sub-national governance is in place.	0	0	0	616,000	576,000	1,192,000
Component Two: Strengthening institutional and administrative capacities to manage basic services at the sub-national level.	5,603,480	6,318,600	5,129,000	4,283,800	1,731,600	27,735,080
Output 2.1 A sub-national PAR strategy is finalised and participating Provincial Governor's offices, district administrations, municipalities are strengthened.	1,056,000	919,000	1,279,000	919,000	687,000	9,213,600
Output 2.2 Skills and knowledge of civil servants to manage basic services are upgraded.	2,689,480	3,341,600	3,145,000	2,644,800	799,600	12,620,480
Output 2.3 Management of public service delivery in participating provinces and municipalities is improved.	1,858,000	2,058,000	705,000	720,000	245,000	5,901,000
Component Three: Building a collaborative relationship between citizens and sub-national governing bodies.	977,300	1,132,300	604,300	210,000	40,000	2,983,900
Output 3.1 The capacity of elected sub-national bodies to undertake their roles in citizen representation, public service monitoring and conflict resolution is strengthened.	531,300	536,300	334,300	80,000	10,000	1,491,900
Output 3.2 A platform to facilitate coalition building and networking among subnational elected representatives is created.	30,000	30,000	30,000	30,000	30,000	150,000
Output 3.3 Citizen Awareness and understanding of Sub-national Governance is deepened.	100,000	283,000	120,000	0	0	503,000
Output 3.4 Capacity to undertake conflict sensitive sub-national Governance is enhanced.	316,000	283,000	120,000	100,000	0	819,000
Component Four: Management of ASGP builds capacity of GOA to undertake full programme implementation responsibility.	0	180,000	180,000	90,000	0	450,000
Output 4.1 Capacity for national programme implementation within the life of the programme is established.	0	180,000	180,000	90,000	0	450,000
Central Management	1,370,040	1,465,040	1,305,040	1,465,040	901,040	6,506,200
	8,678,820	9,689,940	7,752,340	6,914,840	3,478,640	41,183,180
				GMS (Gen. Mgt. Services)		2,059,159
				Total		43,242,339