



## FINAL PROJECT REPORT

**United Nations Development Programme**  
**Afghanistan**  
**Capacity for Afghan Public service (CAP) Project**  
**01-01-2007 – 31-12-2009**



[Partnership Meeting between UNDP and IARCSC on February 14, 2009]

<b>Project ID:</b>	00052210
<b>Duration:</b>	January 2007 – December 2009
<b>Strategic Plan Component:</b>	National Ownership, Capacity Development, South-South Cooperation, Democratic Governance
<b>CPAP Component</b>	Strengthening democratic State & Government institutions
<b>ANDS Component</b>	Governance, Rule of Law and Human Rights
<b>Total Budget:</b>	USD 8,584,861
<b>Responsible Agency</b>	UNDP and Capacity Development Secretariat (CDS), IARCSC

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## Executive summary

## I. Context

Limited capacity is the most fundamental challenge to Afghanistan's development. A fragmented civil service with low human capacity at all levels (institutional, organizational and individual) has hindered the implementation of the ambitious reform programme of Government of Afghanistan (GOA) including resulting in low disbursement of budgeted funds. Therefore, building robust government institutions for good governance and a professional and efficient civil service are the top priorities for GOA. This has been emphasized in key strategic documents and frameworks like ANDS and UNDAF.

The UNDP's Capacity for Afghan Public service (CAP) project, being implemented in partnership with the Capacity Development Secretariat (CDS) of the Independent Administrative Reform and Civil Service Commission (IARCSC) focuses on long term capacity development (CD) and primarily skills development through coaching & mentoring and advising in the five common functions of Policy and Strategy Formulation, Project Management, Financial Management, Procurement and Human Resources Management. The key objectives of CAP are to provide (a) Coaching services for Afghan civil servants to strengthen core functions of government (CAP project is a pioneer in introducing coaching as a CD tool in Afghanistan in a systematic and comprehensive manner), and (b) Advisory services to senior management in government to strengthen leadership and policy making skills.

Capacity Development (CD) under the project is focused on GOA's strategic priorities as defined in the Afghanistan National Development Strategy (ANDS), the Afghanistan Compact and the Public Administration Reform (PAR) effort. The capacity development initiatives of CAP project contribute to the implementation of ANDS and achievement of its benchmarks particularly with regard to "Governance, Rule of Law, and Human Rights" and "Economic and Social Development" with primary focus on governance.

The CAP project is designed, in particular, to support public administration reforms, such as the Afghanistan Compact's Governance benchmark number one - "Government machinery (including the number of ministries) will be restructured and rationalised to ensure a fiscally sustainable public administration; the Independent Administrative Reform & Civil Service Commission (IARCSC) will be strengthened; and civil service functions will be reformed to reflect core functions and responsibilities". The capacity development initiatives of CAP project contribute to the implementation of ANDS and achievement of its benchmarks particularly with regard to "Governance, Rule of Law, and Human Rights" and "Economic and Social Development" with primary focus on governance.

The project supports the overall objectives for IARCSC capacity development initiatives in the area of PAR which are aimed at the analysis, re-structuring and associated human resource management reforms to make senior civil servants / civil service more results and service delivery oriented and more driven by a clear code of ethics. The project seeks to improve public administration, strengthen democratic practices, and implement priority reforms. The approach and institutional arrangement is in line with current thinking on capacity development reflected in the OECD-DAC guidelines on good practices for capacity development and the Paris Declaration on Aid Effectiveness (2005). The project seeks to:

- Promote a more strategic and harmonised approach to capacity development in direct support of the overall PAR effort;
- Avoid duplication and overlaps and reduce transaction and management costs generated by separately managed projects;
- Put GoA in the driver's seat and enhance GoA's interest, experience and capacity to take charge and manage its own CD; and

- Build capacity within IARCSC such that a nationally-led secretariat will be able to continue sourcing of expertise in the long term and after individual projects are completed.

The CAP project emphasizes coaching and advisory services as a means to more sustainable capacity development in Afghanistan and better retention of learning/skills. The project secures international expertise largely from within the region and endeavours to build a national pool of capacity development suppliers. CAP is a demand-led initiative wherein on receipt of a request from a government ministry/agency, the project places a pair of international and national coaches/advisors for CD in an identified functional area. While the international coach provides the key subject matter expertise, the national coach supplements the coaching & advising work of international coach/advisor.

The project also includes other elements that would serve to support the coaching and advisory services component, such as developing competency to identify capacity development needs, developing performance management systems, developing competency for M&E, developing a mechanism to build local coaches and capacity suppliers as well as developing the capacity of a Capacity Development Secretariat (CDS) in IARCSC. The CDS is a department under IARCSC, which is responsible for coordinating and supporting the task of capacity development in Government of Afghanistan through implementation of various programs such as Afghan Expatriate Program (AEP), Lateral Entry Program (LEP), Management Capacity Programme (MCP), etc.

## II. Performance review

### *Progress review*

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

Capacity – human and institutional - is a major constraint facing all aspects of the implementation of the ANDS. The ANDS has identified Capacity Development as a cross-cutting issue where coordinated action is required across ANDS pillars and sectors. ANDS capacity development priorities include a comprehensive training and skills development scheme for civil servants; the establishment of the National Civil Service Training Centre; the management of international technical assistance to ensure accelerated and sustainable transfer of skills and expertise; and the injection of short-term capacity through the Management Capacity Program (MCP). The CAP project was implemented by the CDS of IARCSC in close coordination with MCP and its capacity development initiatives contributed to the implementation of ANDS and achievement of its benchmarks with primary focus on strengthening civil services and governance.

#### 2. Overall progress towards the UNDAF outcome

In the area of cooperation for “Governance, Rule of Law and Human Rights”, the project supported the realization of the overall United Nations Development Assistance Framework (UNDAF) outcome number two – “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”.

Towards this objective, the Phase-I of the CAP project applied its resources to develop the ability of the ministries and agencies of GOA, participating in the project, by enabling the acquisition and strengthening of capacity for effective and efficient functioning. The project used coaching to strengthen core functions of government and used advisory services to strengthen leadership and policy making skills.

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

Project resources were applied towards the achievement of UNDP Country Programme Action Plan (CPAP) outcome II – “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 marginalised groups” and CPAP output 2.1 – “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”. This is demonstrated by progress towards the achievement of CAP project outputs which were primarily aimed at strengthening the capacity of the public sector through development of the civil services using coaching & mentoring and advising as a tool for skill development.

### 4. Capacity Development

CD is the core focus of the CAP project and it uses a different approach than the traditional approaches for CD. One of the best and most effective forms of training is by means of a one-to-one relationship between a coach and a coachee. This is because the coach can have a close and flexible relationship with the individual coachee. This enables a learning event to be developed to suit both the learning needs of the coachee and to satisfy operational requirements. Coaching therefore systematically increases the ability and experience of the coachee by giving him or her planned tasks, coupled with continuous appraisal, advice and counselling by the coach. The project was unique in the sense that it used “coaching and mentoring” techniques, which unlike traditional classroom training, is an “on-the-job” learning process that enables better retention of learning. Coaching and mentoring proves useful for jobs that require dealing with a wide variety of situations typical of public management and for jobs where guided practice is important.

The project represented a very different way of developing capacity. For example the project contributed to organizational capacity development through developing the capacity of individual counterparts and counterpart teams to meet specific organizational needs. The role of the coach/advisor was to facilitate the performance, learning and development of the individual or team which then assisted the capacity of the organization. The coach/advisor did not provide direct technical assistance to Ministry staff.

The CD initiatives of the project have been well received and appreciated by the various ministries/agencies of GOA for which international and national coaches/advisors have been provided. The appreciation for the project comes from all levels of the government, from both the senior management, including Ministers / Deputy Ministers, and the functional levels of middle and lower management. There are various reasons for the success of the CD initiatives of project and its wide acceptability amongst the government ministries/agencies. CAP project has used a CD model of immense relevance to the current Afghan context. It is being implemented by harmonizing the two tools of coaching and advising. By using this combination, all three levels of CD (enabling environment, organization and individual) are suitably catered to. Further, it enables the CAP coaches/advisors to address the CD needs of both senior management and the middle & lower management functionaries in the Government.

Not only is the CD toolkit used by CAP effective, its model of sourcing international advisors is also important and has contributed towards effective CD. The CAP project promotes south-south cooperation and sources qualified international coaches/advisors from regional governments. In the first phase, a large number of international coaches/advisors were sourced from the Indian Civil Services as part of a Memorandum of Understanding (MoU) with GOI. This sourcing modality has given several advantages to the project. The coaches/advisors, though international, share a lot of socio-cultural similarities with their government counterparts

whom they coach and advise. This has played a significant role in relation building which has in turn resulted in higher acceptance of the project within the Afghanistan government. Further, these coaches/advisors are practitioners of their subjects. This gives them an advantage in problem solving based on prior experience in the area, which has played an important role in discharging the advisory function effectively.

The Assessment of Development Results (ADR), in its report, highlighted that the coaching and advisory programme was “by far more effective than any other programme for capacity building to date” and that the IARCSC would like to see it expanded to the sub-national level “in a big way”.

## 5. Impact on direct and indirect beneficiaries

The project followed a demand responsive participatory approach to service delivery that enabled the project to reach the right target group. In particular, the project aimed to develop capacity of civil servants on “tashkeel” and recruited under Priority Reform and Restructuring (PRR). The selection of the participating ministries / agencies and the areas in which the project provided support to these ministries / agencies was based upon a demand that was generated after project promotional activities were undertaken. The ministries / agencies participated in the selection process of the coach/advisor for their requirement and were recipients of project support in accordance with their needs.

## *Implementation strategy review*

### 1. Participatory/consultative processes

The project followed the participatory / consultative processes for demand analysis of the need for coaching services in ministries / agencies. The priorities, schedule of activities and targeting and delivery was undertaken in close cooperation with the CDS as the government counterpart. The recipient Ministry / Agency was involved in preparation of the TOR, selection of the coach / advisor and defining its capacity development needs. Based upon the feedback from the Ministries / Agencies the delivery of coaching and advisory services was fine tuned to be demand responsive.

### 2. Quality of partnerships

The project pursued a strong partnership with the implementing partner as envisaged in the project document. Most of the processes of the project were internal to CDS, IARCSC supported by the UNDP project staff representative of a high quality of partnerships with government counterparts.

### 3. National ownership

The CAP project was operationally supported by the CDS within the IARCSC. The functioning of the secretariat was overseen by the Executive Committee and IARCSC’s PAR Steering Committee on policy issues and operational and executive matters. The strong national ownership of the project within IARCSC was the hallmark of the project. Most of the decisions of the project were either jointly taken with government counterparts or were internal processes of IARCSC that reflected involvement of government counterparts in the definition of priorities, planning of project resources allocation and reporting, joint monitoring and evaluation, and allocation of government resources to the project in the form of allocation of office space and embedded staff. The IARCSC also took lead for project promotion internationally with other governments for their possible association with the project during the visit of the delegation of IARCSC to other countries (China and Turkey). This reflected a strong ownership of the project within IARCSC.

## 4. Sustainability

The implementation of the project was embedded in CDS, IARCSC and was, while being under the direct implementation modality (DIM), a joint implementation by UNDP and CDS, IARCSC. The implementation processes therefore was directed towards building national capacities, national ownership and strengthened partnerships to ensure that there are lasting results. This was reflected in preparation of the successor phase-II of the project namely the "National Institution Building Project (NIBP). The departments of IARCSC in general and CDS in particular strongly associated with the process of design and development of the NIBP.

### *Management effectiveness review*

#### 1. Quality of monitoring

The performance of the project during its implementation was closely monitored by the UNDP country office in close association with CDS, IARCSC. Donor consultations were conducted in an informal manner and through regular project board meetings which reviewed the performance of the project at length and made useful recommendations for project implementation. The CDS, IARCSC took lead in monitoring and evaluation in association with partner ministries / agencies of GOA. A rigorous performance assessment system was implemented by CDS, which assessed the transfer of skills from the coach to the coachee, and evaluated the overall performance of the project. Apart from regular interaction meetings with the partner ministries / agencies, a system was introduced to ascertain the satisfaction level of the beneficiaries with project implementation and its approach.

#### 2. Timely delivery of outputs

The project was implemented in accordance with the approved Annual Work Plans (AWPs). However, the process of mobilisation of coaches / advisors was protracted and took longer time than anticipated. As a result, there was an initial delay in commencement of the coaching and advisory services. In order to accommodate for the planned activities, the project duration was extended by one year to December 2009. Also, committed project resources were partly withdrawn on account of reprioritization of the development support of Canadian International Development Agency (CIDA) to Afghanistan and re-allocation of its resources to Kandahar. Non-availability of adequate funds to carry out planned activities resulted in reduction of scope of activities. The coverage of the coaching and advisory services therefore remained restricted compared to what was planned in original project document. However, the quality of results achieved was significant which categorized the project as a "low cost high impact" project.

#### 3. Resources allocation

Most of the resources were applied towards output\_1 and the balance towards output\_2. The resources applied towards other project costs remained less than 15%. Excluding the General Management Services (GMS) charge of UNDP, 87% of the project resources were applied towards output\_1, whereas remaining 13% were applied towards output\_2 that included project management cost

#### 4. Cost-effective use of inputs

The project serves as a model for cost-effective use of inputs. The project executed a Letter of Agreement (LOA) with IARCSC under which the national and international coaches as well as the project staff are recruited on "ajeer" contracts (CDS contracts). Also, the project shared resources with the implementing partner and refrained from any extravagant expenditure and unproductive application of resources.

### III. Project results summary

Activities of the project were undertaken and the project resources were applied in accordance with the annual work-plans, for achievement of the following outputs:

#### *Output 1*

**“Capacities of select civil servants at central and provincial level developed for better implementation of policy and institutional reforms and for improved service delivery”.**

Activity 1.1: Promotion of CAP with select line ministries and provinces.

Activity 1.2: Development and implementation of outreach programme.

Activity 1.3: Identification of needs for coaching and advisory services.

Activity 1.4: Receipt of CVs and short-listing.

Promotion of the CAP project was undertaken with a view to determine the sources of demand for its services; the level of awareness / understanding of the kind of services to be provided; and the adjustments required to its services and operational model. Demands within the government was assessed through discussions and the TORs were drawn which articulated the needs of the government ministries / agencies. The promotion was used to explain and promote the CAP project and several applications for CAP services were received as a result of implementation of such outreach programme.

In order to source the best possible coaches / advisors from the region, the project promoted south-south cooperation under the Memorandum of Understanding (MOU), signed between the Government of India (GOI), the GOA, and the UNDP under which the GOI agreed to contribute partially towards the cost of the project for 30 of its civil servants contracted to work as coaches / advisors in different ministries / agencies of GOA under the project. Also, the CDS conducted the process for recruitment of international Coaches from open market. In addition, UNVs were deployed to work as Coach / Advisor for CD at sub-national level.

Activity 1.5: Bids for orientation programme for coaches invited and evaluated and services contracted out.

Activity 1.6: Development of orientation material for coaches.

Activity 1.7: Delivery of orientation training.

During 2007, bids were invited to award contract to a consultancy firm for development of orientation material for coaches and delivery of orientation training. The contract was awarded to the German consultancy partnership InWEnt / ILTIS / APPLICATIO.

The consortium completed their task of design and delivery of an orientation and training programme in coaching and mentoring techniques. They first finalized the outline of the two training programmes, namely Training of National Trainers (ToNT) and Training of International Coaches (TIC) consisting of the outline of the online training for international coaches (OTIC), the classroom training for the International coaches (CTIC), the outline of the Orientation and Coaching Manual (OCM) and the methodological approach to the training as well as the design of the Web-Based Instrument (WBI). The assessments undertaken by the consortium included a training needs analysis (TNA) for the different target groups, a survey of experiences and special needs of the international coaches and the expectations of all stakeholders, in particular of the participants (coachees) in the ministries. The consortium developed a criteria for profile of successful coach for self assessment in on-line pre-screening instrument, development of overall list of contents for on-line and classroom training and discussion of methodology options and scheduling for on-line and classroom training. The two target groups that participated in the training programme were : (1) International coaches with extensive experience in the civil service and an already developed ability to transfer their knowledge to the Afghan national civil servants as well as the ability to supervise and support Afghan national coaches; and (2) National Coaches for the training of national trainers.

The consortium proposed a training curriculum for classroom training for international coaches, a training curriculum for classroom training for national coaches and a coaching manual. In accordance with agreed input, the consortium delivered orientation programme for international coaches / advisors. The orientation was aimed at testing the proposed coaching tools and instruments for coaching as well as to examine the modules for orientation of international coaches by sensitising them to coaching in Afghan context that would facilitate them to be “culturally appropriate coaches”. These coaching tools and instruments helped document the coaching process and capture the capacity enhancement of the coachees in structured manner in accordance with the agreed learning plan.

The consortium also delivered training for National coaches / trainers covering wide range of topics, such as: essentials of coaching, communication techniques, behavioural coaching model, coaching styles and tools & instruments for coaching. Practical training sessions and group works were organised for demonstration of a coaching session and use of the proposed coaching tools & instruments. The training programmes provided an opportunity to national coaches to analyse the dynamics of coaching process they routinely experience at their work place, understand the behaviour of coachees and design a suitable response.

Activity 1.8: Selection and placement of international coaches:

Activity 1.9: Identification of local Afghan/National coaches.

Activity 1.10: Placement of local Afghan/National coaches.

CAP project differentiates itself from other CD projects in the sourcing of its human resource pool and its methodology & approach. While many projects rely heavily on international TAs and trainers, CAP uses a mix of international and national coaches for developing capacity of Afghan civil servants through coaching & mentoring and advising.

Under the MoU with Government of India (GOI), civil servants from India were placed in different ministries / agencies of GOA as coach / advisor for capacity development primarily in common functions such as policy formulation, project management, procurement, financial management and human resource management. In addition, the project recruited international coaches from open market and UNVs.

Encouraged by the response to the project approach to CD at the central level, the project undertook a pilot implementation of the project at the sub-national level for capacity development in general administration and office management to strengthen service delivery functions of the government. The international coaches were assigned to the Provincial Affairs Directorate (PAD) of IARCSC to work at provincial level in Kabul, Nangarhar, Balkh and Herat provinces. The PAD initiated the pilot implementation with provincial directorates of Ministry of Agriculture, Irrigation and Livestock (MAIL).

In addition to the placement of international coaches/advisors, the project laid emphasis on developing local Afghan coaches who will continue to use coaching as a tool to develop capacity on a sustained basis. The efficacy and success of the CAP model of simultaneous use of national coaches along with internationals for developing capacity of Afghan civil servants were amply demonstrated by the performance of the project in participating ministries / agencies. The time is ripe to strengthen and reinforce this model so that in near future, these young Afghans can contribute towards nation building through public sector capacity development.

Activity 1.11: Coaching and advisory services being provided.

Coaching and Advisory services were provided to ministries / agencies during the reporting period. A summary of the results / outputs / activities undertaken in the partner ministries / line agencies at the central level and under pilot implementation of CAP project at sub-national level during the reporting period is presented in Annex-II.

The project collected the details of coachees, who are either received coaching as “principal” coachees under the project or received guidance and training from the project as “occasional”

coachees. The details collected for 661 public servants benefiting from the project at the central level are tabulated below:

Sl. No.	Ministry / Agency	Number of Coachees						
		Type		Gender		Employment Category		
		Principal	Occasional	Male	Female	Tashkeel	PRR	Contract
1	ANDMA	6	28	29	5	0	34	0
2	CAO	2	37	39	0	2	37	0
3	CSO	8	21	21	8	0	29	0
4	IARCSC	23	1	18	6	10	6	8
5	JCMB	8	6	10	4	0	0	14
6	MAIL	0	7	7	0	1	6	0
7	MoCI	4	1	5	0	5	0	0
8	MoCIT	13	0	10	3	0	13	0
9	MoEW	16	17	33	0	33	0	0
10	MoF	18	74	86	6	39	16	37
11	MoHE	14	20	25	9	27	0	7
12	MoHRA	9	26	29	6	30	4	1
13	MoIC	11	18	25	4	26	1	2
14	MoJ	7	81	67	21	3	85	0
15	MoLSA	23	68	71	20	78	0	13
16	MoRRA	6	2	8	0	8	0	0
17	MoTCA	11	57	39	29	64	2	2
18	MoUD	14	4	16	2	1	7	10
Total		193	468	538	123	327	240	94
Total Coachees		661		661		661		

ANDMA	Afghanistan National Disaster Management Authority
CAO	Control and Audit Office
CSO	Central Statistical Organisation
IARCSC	Independent Administrative Reform and Civil Service Commission
JCMB	Joint Coordination and Management Board
MAIL	Ministry of Agriculture, Irrigation and Livestock
MoCI	Ministry of Commerce and Industry
MoCIT	Ministry of Communications and Information Technology
MoEW	Ministry of Energy & Water
MoF	Ministry of Finance
MoHE	Ministry of Higher Education
MoHRA	Ministry of Haj and Religious Affairs
MoIC	Ministry of Information and Culture
MoJ	Ministry of Justice
MoLSA	Ministry of Labour and Social Affairs
MoRRA	Ministry of Repatriation and Refugee Affairs
MoTCA	Ministry of Transport and Civil Aviation
MoUD	Ministry of Urban Development

The entry level for the project for capacity development was at individual level as against the organisational level or the institutional level. In order to monitor the development of the capacity of the individual beneficiary from the project, the project introduced capacity assessment of individual principal coachees following the structured methodology, prescribed in the UNDP Capacity Assessment User's Guide. The assessment was conducted on a rating scale of 1 to 5 based upon a set of 20 questions related to the functional area in which the coach shall provide coaching to develop the capacity of the coachee. The quantitative rating system for the capacity level on the scale of 1 to 5 referred to the following assessment of the capacity level of an individual principal coachee:

1. No evidence of relevant capacity
2. Anecdotal evidence of capacity
3. Partially developed capacity
4. Widespread, but not comprehensive, evidence of capacity
5. Fully developed capacity

The baseline capacity score of the individual principal coachee as of September 2008 was recorded by the project. Based upon the baseline capacity score of the individual principal coachees, the average baseline capacity score of the Ministry / Agency for all principal coachees participating in the project was arrived, which was 1.7 on the scale of 1 to 5. The project fixed quarterly targets for capacity development for December 2008, March 2009 and June 2009 in terms of achievement of higher capacity scores in a capacity assessment to be conducted using the same questionnaire at the end of every quarter. The results of the capacity assessment to arrive at the baseline capacity and the targets and achievements for capacity development were tabulated, which is presented below. The achievement of average capacity of 193 principal coachees as of June 2009 was rated to be 2.4.

Sl. No.	Ministry / Agency	Number of Principal Coachees	Capacity Assessment Score of Principal Coachees						
			Sep 08	Dec 08		Mar 09		Jun 09	
			Baseline	Target	Achvmt	Target	Achvmt	Target	Achvmt
1	ANDMA	6	2.2	2.4	2.8	2.8	2.8	3.4	2.8
2	CAO	2	---	---	---	---	---	---	---
3	CSO	8	1.1	1.4	1.5	2.1	2.1	2.8	2.5
4	IARCSC	23	1.6	1.7	1.7	1.8	1.8	2.0	1.9
5	JCMB	8	---	---	---	---	---	---	---
6	MAIL	0	---	---	---	---	---	---	---
7	MoCI	4	---	---	---	---	---	---	---
8	MoCIT	13	1.6	1.9	1.8	2.3	2.2	2.8	2.6
9	MoEW	16	2.0	2.2	2.2	2.5	2.4	2.9	2.8
10	MoF	18	2.1	2.5	2.5	2.8	2.7	3.0	2.9
11	MoHE	14	1.7	1.8	1.8	1.9	1.8	2.0	1.9
12	MoHRA	9	1.4	1.6	1.4	2.1	1.7	2.6	2.0
13	MoIC	11	1.7	2.0	2.0	2.3	2.2	2.8	2.5
14	MoJ	7	1.8	2.0	2.1	2.3	2.3	2.9	3.1
15	MoLSA	23	1.6	1.8	1.8	2.0	2.0	2.4	2.1
16	MoRRA	6	2.2	2.2	2.2	2.3	2.3	2.4	2.5
17	MoTCA	11	1.6	1.7	1.7	2.1	1.9	2.6	2.1
18	MoUD	14	1.5	2.1	1.9	2.8	2.4	3.6	2.4
<b>Total</b>		<b>193</b>	<b>1.7</b>	<b>2.0</b>	<b>2.0</b>	<b>2.3</b>	<b>2.2</b>	<b>2.7</b>	<b>2.4</b>

#### Activity 1.12: Performance assessment and feedback by line agencies and the secretariat.

The goal of the project was to develop capacity and not replace capacity. A performance assessment system was therefore an essential tool. The detailed assessment, undertaken by CDS on a regular basis both for international and national coaches, includes self-assessment by the coaches, assessment by their coordinator and assessment by their coachees.

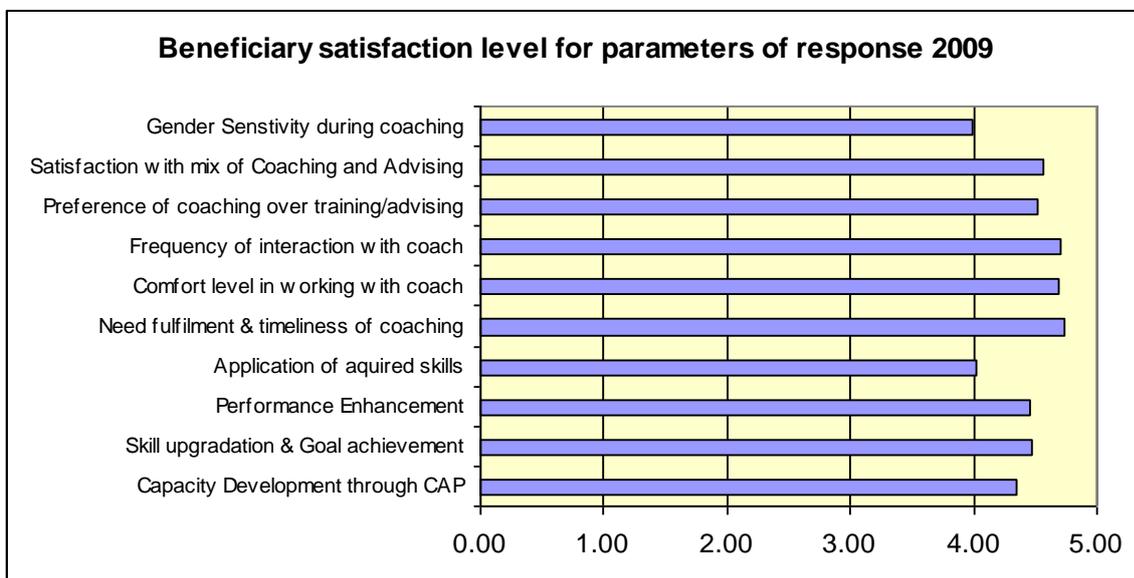
In addition to performance assessment of the coaches, the project put in place an impact assessment system, which was used partly to assess the transfer of skills from the coach to the coachee as a result of the coaching process, and partly to assess the overall impact of the project. The Impact assessment exercise was conducted across the various ministries/agencies in which CAP

coaches carried out capacity development at any period of time. The process was led by CDS indicating strong national ownership of the project. The project staff visited the ministries/ agencies, interacted with the coachees and interviewed them, seeking feedback from them about the performance of the project in their ministry/agency and their level of satisfaction with the project approach, project methodology and project impact. A brief questionnaire was designed to seek response of the coachees about their level of satisfaction on a scale of 1 to 5.

The very first impact assessment was conducted by the CDS in March 2008, towards the end of first year of operation of the project. Data was collected for 46 coachees in 9 ministries following the interview methodology based on a questionnaire. The questionnaire contained questions evaluating the performance of the project on 8 different parameters. The average satisfaction level with the project for the various parameters, as reflected in the results based on analysis of the base data was 74 %. Analysis was also done for each individual parameter.

The second Impact Assessment exercise was conducted in February 2009, with the same twin goals of assessing skill transfer from coaches to coachees and overall impact of the project. A brief questionnaire containing 10 questions was designed to seek response of the coachees about their level of satisfaction for the parameter mentioned in the question. The different parameters aimed to capture beneficiary satisfaction level on various issues like benefits arising out of coaching; acquisition and application of new skills/knowledge gained as a result of coaching; comfort level and frequency of interacting with CAP coaches; benefit of simultaneous mix of Coaching & Advising and ; gender sensitivity during coaching. 113 coachees in 13 different ministries/agencies were interviewed and the results were compiled based on the signed responses of coachees on the questionnaire forms. Of the 113 coachees, 18 were women and 95 men. There were 71 principal coachees and 42 occasional coachees.

The responses received from the coachees were compiled for data analysis and interpretation about beneficiary satisfaction with the project. The average satisfaction level for each parameter of response is presented below:



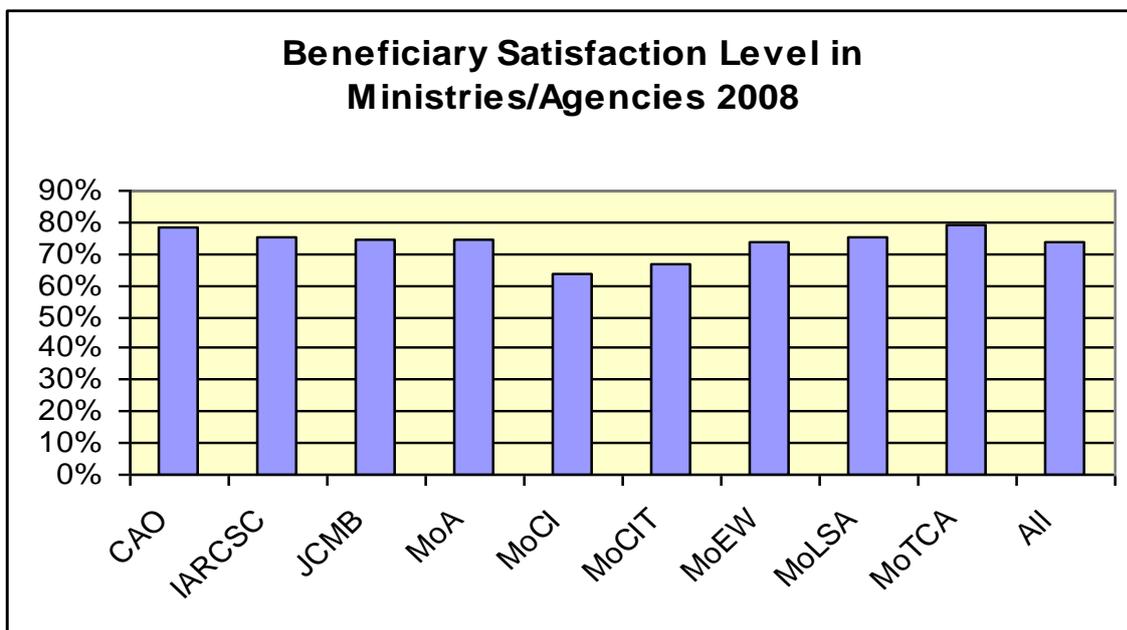
A noticeable outcome of the rapid impact assessment was the confirmation of acceptance of coaching as a tool for capacity development (score 4.35). Another result worth mention was the high satisfaction level with the mix of coaching and advising (score 4.58) and high preference for coaching over mere training or advising (score 4.52). Highest average score of 4.73 was obtained for the parameter which determined whether coaching was need based and whether it was available as and when needed. The impact of coaching on team's performance (score 4.46), application of acquired skills and knowledge (score 4.02) and on personal development (score 4.47) was also reported to be significant.

The beneficiary satisfaction level in individual ministry / agency, where the assessment was undertaken is presented below:



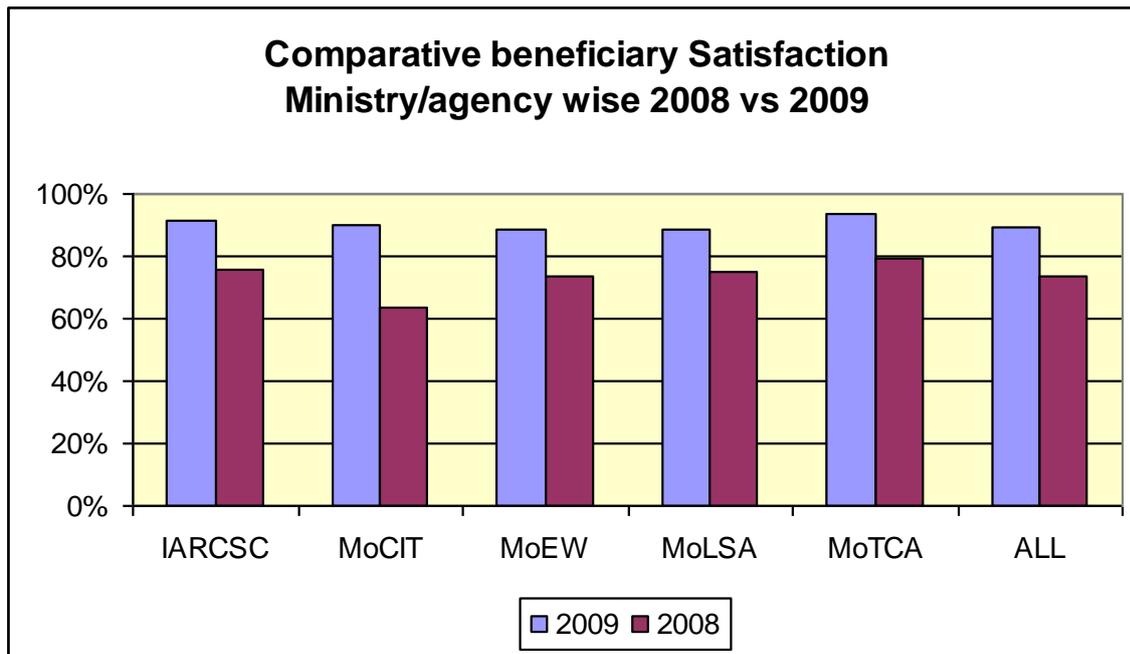
The results from the chart show that satisfaction level in all ministries / agencies ranged between 79 to 94 percent (average 89%).

It is relevant to note that the satisfaction levels in the ministries in the Impact Assessment 2008 ranged from 63 to 80 percent (average 74%), as seen from the chart below.



Therefore, the average satisfaction levels in the ministries/agencies were higher in 2009 than 2008. This was a direct indicator of the fact that the counterparts/coachees in the ministries became more familiar with coaching and reaped substantial and visible benefits in the process in the past two years. The gradual improvement in the score for each parameter from the first to the second year also indicated that coaching is an ongoing and continual process.

Further, if we look at individual ministries and compare the results for 2008 and 2009, there was a marked increase in satisfaction levels. A comparative chart for the ministries/agencies common to both 2008 and 2009 exercise is presented below.



The results of the Impact Assessment exercise 2009 confirmed the hypothesis that 'coaching and mentoring', unlike traditional classroom training, proves to be a very useful learning tool that enables better retention of learning and thereby better capacity development. This is especially true if the entry level capacity is low, which the case in Afghanistan is. Further, when the threshold capacity levels are low, the process needs to continue over a large period of time for the benefits to stabilize and become irreversible. CAP model of building capacity by using a mix of coaching & mentoring as the primary tools and advising, training & consulting as supplementary tools, is therefore optimum for sustainable capacity development in Afghanistan.

## Output 2

### "Institutional competence of joint Capacity Development Secretariat developed".

Activity 2.1: Identification and deployment of short term international TA.

Activity 2.2: Identification of short and long term local TA needs.

Activity 2.3: Deployment of local TA.

Activity 2.4: Identification of Secretariat (CDS) Capacity Gaps.

Activity 2.5: Design of Secretariat (CDS) capacity development programme.

Activity 2.6: Training of Secretariat (CDS) staff.

Activity 2.7: Identification of fellowship programmes.

Activity 2.8: Fellowships for potential Afghan coaches.

Activity 2.9: Procurement of equipment.

In order to add coaching and mentoring as a tool for training of CDS staff, the project dedicated one coach position under the MoU with GOI for output 2. Further, during 2008, the project engaged an international TA for a week to analyze the current capacity of CDS inline with the previous capacity assessment and to further refine required capacities and future needs of CDS. The scope included defining capacity development strategies for short and long-term capacity interventions.

In accordance with the first capacity assessment report for the CDS undertaken during 2007, a detailed training plan for training of the CDS staff to be conducted by international coaches of the project was prepared. The implementation of the training plan commenced during the first quarter of 2008. A total of 73 training classes in the common functional areas, identified by the IARCSC for capacity development plan, were conducted by the project for the CDS staff that catered to achievement of output 2 of the project. A summary is tabulated below.

SI	Functional Area	No. of classes conducted for CDS staff		
		2008	2009	Total
1	Project Management	29	4	33
2	Human Resource Management	12	0	12
3	Financial Management	12	0	12
4	Procurement	3	4	7
5	Policy Formulation	3	0	3
6	Others	4	2	6
Total		63	10	73

These CD efforts resulted in enhanced capacity of the CDS staff for implementation of various projects that was reflected in overall positive rating in preliminary findings of the project implementation capacity assessment of conducted by the project.

Additionally, the project facilitated the participation of the Director of the CDS and other CDS staff in international training programmes and workshops.

Equipments as required for institutional development of CDS were procured and provided during the project period. Asset management guidelines of UNDP were followed.

#### Advocacy & Marketing

The project's advocacy and outreach received significant fillip during 2009. A conference was jointly organized by UNDP and IARCSC on 1st and 2nd April 2009 on 'Public Sector CD Assistance in Afghanistan'. The highlight of the conference was the sessions wherein several working groups comprising of donors, government and representatives of UNDP and civil society, deliberated on recommendations for strategies for the way forward on Public Sector CD in Afghanistan. The final consolidated and accepted recommendations served as the roadmap for a comprehensive CD strategy for Public sector in Afghanistan and preparation of the successor project namely NIBP.

The achievements of the project were recognized at the regional and global level too. The project participated in the CD Lessons Learned and Community of Practice (CDLL-CoP) workshop at Bangkok on April 23 & 24, 2009, organized by the Capacity Development Group (CDG) at the Regional Centre in Bangkok (RCB). The aim of the workshop was to bring together CD practitioners and experts and UNDP Practice Teams to discuss progress in CD and capacity assessment (CA) applications in the region, identify emerging needs, and establish a CoP that would provide technical CD support in enhancing UNDP engagements in CD. Specifically, the objectives of the workshop were to take stock of CA adaptations and available CA frameworks, to review emerging CD needs and identify further demand for CA adaptation, to discuss experiences in moving from CA to CD response/strategies, and to discuss potential roles and value addition of a CD CoP, including joint outputs, and resource requirements. The CAP project made a presentation on "Coaching and Mentoring as a CD Strategy – the CAP project in Afghanistan". The marketing of the project at regional level was taken further to establish contact with the CDG of the Bureau for Development Policy (BDP) at UNDP headquarters at New York. The project was included in the global video campaign on CD. The main purpose of the campaign is to communicate UNDP work on CD and to advocate for investments in CD.

The project published a newspaper article on "Strengthening functions of Afghan Government enhances Public Service" in The Afghanistan Times on June 9, 2009 to disseminate the efficacy of project approach and methodologies and its suitability in Afghan context.

Further, the project undertook the activity to document success stories about coaching and advisory services rendered by the project in ministries and agencies of the government. The project prepared guidelines for documenting success stories of the project. The attempt in any success story is to provide a brief account of the problem or the challenge or the issue and the solution or the approach of the project to address the same. The central theme of the story as to whether it related to individual capacity development or organisational reform or institutional level activity is introduced

in the write-up. A clear 'before and after' analysis of the problem/issue is attempted so that one understands as to how the project's intervention made a real difference. The purpose of documenting success stories is to provide useful learning for others and to briefly describe the next steps or the way ahead.

### Gender Mainstreaming

CAP project pursued to ensure that gender considerations were embedded in all the assistance provided throughout all project outputs and activities. In order to mainstream gender issues in delivery of project activities, the project ensured that gender segregated data was collected, while conducting monitoring and evaluations.

When the project started it did not have a well defined strategy on gender considerations. However, during the second year of its implementation, the project developed a Gender Mainstreaming Strategy (GMS) for bringing about gender integration in project activities. The strategy was developed around three components namely, (A) Capacity Development, (B) Organizational Gender Sensitivity and Policy Development, and (C) Gender Sensitization Programmes.

#### Component A - Capacity Development

##### **Strategy under the Component**

- Special attention to coaching, advisory and technical assistance to the women civil servants with thrust on coaching women civil servants in the leadership positions
- Confidence building of women civil servants- a new perspective to gender equality in Afghan context

#### Component B - Organizational Gender Sensitivity and Policy Development

##### **Strategy under the Component**

- Coaches to act as facilitators in the Ministries/Agencies
- To help bring in policies aimed at women's empowerment and gender equality using rapport and trust built in the coaching/advising process
- To facilitate gender analysis and formulation of Gender Action Plan for Ministries/Agencies

#### Component C - Gender Sensitization Programmes/activities

##### **Strategy under the Component**

- Transfer of gender progressive ideas among male counterparts through coaching
- Facilitation in organizing gender sensitization programmes in the Ministries/Agencies
- Assistance in creation of a Gender Mainstreaming network in the Ministries/Agencies and exchange of best practices and ideas

The identification of the key components of the CAP Gender Mainstreaming Strategy not only signifies that the CAP project throughout its implementation was proactively gender sensitive but also made it imperative for the project to track changes in women's empowerment and in gender equality in the Ministries/Agencies of GoA, where the CAP project operated through international coaches/advisors. In order to monitor, track and, most importantly, measure progress of the activities articulated in the three strategic components, specific indicators to capture and reflect the deliverables were designed. The indicators were developed to meet the criteria of being gender sensitive in the sense that they are disaggregated by sex and are gender specific. The various indicators have been presented on the following page. The ministrywise baseline data for these indicators was collected on a quarterly basis and reported in respective quarters, for monitoring the trend of gender responsive activities in the ministries / agencies where CAP project was operational.

### **Gender Mainstreaming Strategy of CAP Project: Monitoring Indicators**

#	Components / Indicators	Unit	Periodicity
A	Capacity Development		
	1 Identification of women counterparts for coaching and advising	Y/N	One Time
	2 Number of women coachees	Number	YTD <sup>1</sup>
	3 Number of women Principal coachees	Number	YTD
	4 Capacity Assessment of women Principal Coachees	Number	YTD
	5 Number of coaching sessions conducted, in which women coachees participated	Number	YTD
	6 Number of dedicated coaching sessions conducted for women coachees	Number	YTD
B	Organizational Gender Sensitivity & Policy Development		
	1 Collection and maintenance of data in the Ministry, disaggregated by gender	Y/N	One Time
	2 Finalization of gender action plan by the Ministry	Y/N	One Time
	3 Review of existing policy documents / regulations from gender perspective***	Y/N/P <sup>2</sup>	Ongoing
	4 Development of gender-responsive documents / policies / regulations	Score <sup>3</sup>	Ongoing
	5 Availability of Physical facilities for women	Y/N/P	Ongoing
	6 Maintenance of gender balance in organizational structures.		
	a. Total employees in Grade 2 and above positions (baseline)	Number	One Time
	b. Women employees in Grade 2 and above positions (baseline)	Number	One Time
	c. % of women employees in Grade 2 and above positions(baseline)	Percentage	One Time
	d. Total employees in Grade 3 and below positions (baseline)	Number	One Time
	e. Total women employees in Grade 3 and below positions (baseline)	Number	One Time
	f. % of women employees in Grade 3 and below (baseline)	Percentage	One Time
	g. Total employees recruited in Grade 2 and above positions (in the reporting quarter)	Number	Quarter
	h. Total women employees recruited in Grade 2 and above positions (in the reporting quarter)	Number	Quarter
	i. % of women employees recruited in Grade 2 and above (in the reporting quarter)	Percentage	Quarter
	j. Total employees recruited in Grade 3 and below positions (in the reporting quarter)	Number	Quarter
	k. Total women employees recruited in Grade 3 and below positions (in the reporting quarter)	Number	Quarter
	l. % of women employees recruited in Grade 3 and below (in the reporting quarter)	Percentage	Quarter
C	Gender Sensitization Programmes/activities		
	1 Gender Awareness Programmes		
	a. Number of gender awareness training programmes, workshops, film shows organized	Number	YTD
	b. Number of total participants in above	Number	YTD
	c. Number of women participants in above	Number	YTD
	d. Percentage of women participants in the above	Percentage	YTD
	2 Ensuring gender balance in nomination of civil servants for various domestic and foreign training programmes (period : cumulative till date in the financial year)		
	a. Number of trainees deputed for domestic trainings	Number	YTD
b. Number of women trainees deputed for domestic trainees	Number	YTD	
c. % of women trainees deputed for domestic trainings	Percentage	YTD	
d. Number of trainees deputed for foreign trainings	Number	YTD	

#	Components / Indicators	Unit	Periodicity
	e. Number of women trainees deputed for foreign trainings	Number	YTD
	f. % of women trainees deputed for foreign trainings	Percentage	YTD
1. YTD: Year to date			
2. Y-Yes; N-No; P-Partially			
3. Score-1 to 5; 1-poor; 2-less than satisfactory; 3-satisfactory; 4-more than satisfactory; 5-good			

Once the CAPGMS was approved by the project board, its various components were implemented in the different ministries/agencies.

Coaching and individual capacity development formed the core competence of CAP project in its first phase, and consequently lot of focus was on empowerment of women civil servants in CAP GMS. Consequently, as part of component 1, special attention was paid to ensure that female coachees are encouraged and barriers of communications do not exclude them from participation in the project. Efforts were made in each ministry with the help of national coach and the ministry senior management to increase the number of women coachees. Combined as well as exclusive coaching sessions were conducted for women coachees by CAP coaches in their respective ministries. Coaching was adapted and customized to cater to needs of women civil servants.

While component 1 was of special significance, adequate focus was also laid on the second component of CAP GMS i.e. organizational gender sensitivity and policy development. To start with, a gender sensitization workshop was conducted for the CAP advisors/coaches. Support was taken from gender units of UNDP and UNAMA. In addition expertise of Gender Equality Project of UNDP was also utilized. After this workshop, a lecture series were organized in different ministries/agencies on issues like gender regulatory framework in Afghanistan, gender statistics, etc. the basic aim of this activity was to create gender sensitivity in the various levels of management in the ministries/agencies. This activity was conducted during each quarter following the approval of CAP GMS.

During the last two quarters of the project implementation, the activities under component 2 of CAP GMS were given additional impetus. A significant achievement was development of a sample format for preparing Gender Action Plan (G.A.P) in a government ministry/agency. The sample format was introduced and explained to all CAP coaches in an interactive session. Thereafter, CAP coaches were encouraged to prepare G.A.Ps in their respective ministries/agencies. In this direction, initial work was done in the Ministry of Transport & Civil Aviation and Ministry of Labor & Social Affairs for preparation of G.A.Ps in these ministries. Work was also initiated regarding engendering of labor Law.

As part of the activities under component 3 of CAP GMS, workshops were organized in different ministries. A special mention needs to be made of M/o Labor and Social Affairs (MoLSA) wherein detailed discussions were held on the Gender Action Plan of the ministry with the gender focal points in the ministry. A short quiz on gender awareness was also organized. Also, as part of the activities under component 3 of CAP GMS, CAP coaches facilitated nomination of women civil servants for both, domestic as well as international training programmes. Wherever necessary, coaching was provided to women civil servants in order to help them qualify for the training programmes. Initiatives were also undertaken by the project to institutionalize training of women civil servants by earmarking quotas. Though some groundwork in this regard was done, it was decided to take up this activity further in the next phase.

To summarize, CAP carried out some productive work in the field of gender in its first phase, despite some fundamental constraints like lack of dedicated resources for gender activities, lack of awareness regarding gender issues in the government. CAP project is very suitably positioned in this regard by virtue of the CD tools and techniques it uses and also by virtue of its tremendous outreach in various government ministries/agencies. CAP GMS must continue in the oncoming phase of the project with greater vigor and support.

## IV. Project implementation challenges

### *Project risks and actions*

#### Risk of political uncertainty in the country

There has been a lot of political uncertainty in Afghanistan ever since the announcement of presidential elections. The first round of elections was held in August 2009. The uncertainty following the first round of results and announcement of a runoff culminated in one of the most violent and unfortunate events in Afghanistan in the post-conflict reconstruction phase. In such situations, work gets affected across all sectors but the most affected is the public sector. As CAP works in the different governmental ministries/agencies, its operations are adversely affected in such a scenario. The project was due to end its phase I in June 2009 and start a new phase from July onwards. However, the start of the new phase has been pushed back to January 2010 so as to see that the political situation stabilizes by the time new operations start. Currently, the project operations are in a scaled-down mode in terms of the number of ministries where it operates and also to ensure adequate security measures are in place. This will minimize change management in an adverse situation.

#### Security of internationals

The violent incident of end October 2009 has once again put the focus on the worsening security situation in Afghanistan which continues to be a concern for the personal safety of the international staff. CAP coaches are further vulnerable to incidents related to security violations as they operate from the premises of the government ministries, many of which are often sites of incidents like explosions. The project has put in place measures to follow UNDP security guidelines and to be MOSS compliant in all its operations. Operations in provinces are restricted only to safe provinces where MOSS-compliant facilities can be provided to the international coaches/advisors.

#### Frequent changes in senior management in partner ministry/agency

Frequent change of the top leadership in a ministry is a known phenomenon in ministries/agencies in the Government of Afghanistan. Along with change in very senior functionaries like Ministers and Deputy Ministers, there is often a change of key functional level senior officials as well. This results in disruption of day-to-day activities of the ministry. This directly affects the continuity of operations of the CAP project and in such times of transition, a lot of existing work goes waste. This is also a demotivational factor for the CAP coaches as a frequent change at the top brings changes in their work areas. This is a perennial risk. The project addresses this by focussing its activities on overall organizational and systemic change management to reduce risks arising out of frequent management change and also by working with various hierarchical levels within the ministry to increase the spread and diversify this risk.

### *Project issues and actions*

#### Preparation for next phase

The first phase of the CAP project is due to end in December 2009. In order to maintain continuity and build on the good work, it is needed to work on designing the next phase of the project. The project has prepared and submitted the project document for the next phase under the guidance from the program section. Several rounds of discussions were held during the quarter with the different stakeholders in government on the project document. Based on these intensive initiatives, final deliberations are on to complete the procedural formalities towards starting the new project.

#### Coordination of project activities at sub-national level

CAP project in its first stage followed the principle of gradual expansion of its activities at the sub-national level. Activities were ongoing in the directorate of Agriculture in the following provinces: Kabul, Herat, Balkh and Nangarhar. The project operations in Balkh and Nangarhar were strengthened by placement of a full time international coach/advisor in these provinces. The expansion is likely to continue in the oncoming phase. The possibilities of expanding operations in more provinces were explored, starting with Bamiyan.

CAP project has over the last year initiated a closer collaboration with other UNDP projects and the synergies and complementarities of the three UNDP projects namely CAP, Afghanistan Sub-national Governance Programme (ASGP) and Civil Service Leadership Development (CSLD) will particularly support the GOA at the sub-national level.

Providing logistics support to CAP international and national coaches at sub-national level has also been an issue for the project, in particular because of the unfavourable security conditions. Consequently, in the first phase operations were started only in those provinces where adequate security measures could be ensured in collaboration with other UNDP projects operating in the respective provinces.

#### Advocacy and communication

As the project is dynamic in nature and keeps expanding its activities to newer ministries, there is a continuous need to keep on disseminating information regarding the project approach and methodology to more and more ministries/agencies in the government. Also, CAP and its methodology is increasingly been appreciated by more and more government ministries and agencies. There is a need for sharing of this fact with other stakeholders like donors and other development agencies so as to ensure more support to the project.

The project in partnership with IARCSC engages with different ministries/agencies to increase the outreach for the project. In this regard, interaction cum feedback sessions were held with senior management of different ministries/agencies.

The print media channel was also utilised to disseminate information regarding the project model and its successes. Newspaper articles and success stories were prepared. At the time of writing this report, compendium of success stories of the project was under final stages of completion.

An in house video on live coaching sessions was prepared and also statements of some select government counterparts were captured on video in cooperation with Capacity Development Group (CDG), BDP, UNDP, New York.

#### Lack of priority accorded to CAP project in ministries/agencies

While the successes of the project and its implementation methodologies were acclaimed by all, the inability of the project to respond to ad hoc requests for institutional development support as well as support for other conventional modes of training was seen as a disincentive for the ministry/agency to accord CAP its due priority as compared to other larger donor programmes, which had resources to respond to such requests.

#### Retention of National coaches

National coaches have been an important element of the resource team of CAP. However, the project had to deal with an issue of frequent turnover of national coaches. Sometimes the reason for their leaving was higher remuneration offered by other donor agencies and sometimes personal reasons like pursuance of higher studies. Further, an absence of a policy in the project for long term retention of national coaches served as a disincentive for the national. A related issue was the qualification and suitability of national coaches for coaching of government counterparts. It was felt that the capacities of some national coaches needed to be upgraded in order for them to further transfer knowledge to government counterparts.

This issue shall need to be addressed adequately in the next phase of the project along with measures like their long term professional growth thorough structural means like trainings etc and more rigorous recruitment process. Action in this regard was initiated in the first phase and needs to be continued and strengthened.

#### Coordination with other donors

CAP project has been coordinating its activities with the other UNDP projects, namely CSLD and ASGP in the area of governance. The synergies between the three projects play an important role in UNDP's support to IARCSC in its PAR programme. However, there are other larger programmes of other donors supporting IARCSC in its PAR programme and coordination with them to avoid duplication in assistance by several donors is an issue that requires considerable effort in the next phase to ensure that setbacks and stagnation are not witnessed in implementation of CAP's strategies and approach. This is of special significance in view of the Civilian technical Assistance Programme undertaken by Ministry of Finance recently (late 2009).

#### Capacity of national counterparts

Capacity development initiatives bear fruit when the involvement and contribution of the coachees (those whose capacity is built) is the maximum. In case of Afghanistan civil services, the very low entry levels of the government counterparts in the ministries/agencies and also the low capacities of some of the counterparts in the government implementing partners often becomes an impediment in the implementation of the capacity development initiatives of CAP. The issue has been continuously addressed by CAP by innovating the CD techniques used, adapting them by making them more and more useful and relevant. In addition, separate and focussed efforts have been made towards building capacity in the offices of the implementing partner. These efforts must be continued in the next phase of the project.

#### Constraint of Financial resources

The project suffered a setback during the final phases of its implementation when funding was withdrawn by a major donor. Though the reasons of withdrawal were based on some internal country level political considerations and were not related to project performance, this created some uncertainty regarding the continuation of the project. Detailed deliberations were held with the donor who is once again considering resumption of support.

#### Remuneration of international resources

In its final external evaluation, CAP has been called (by the evaluator), "A high impact low cost project". Therefore, the low cost of the project was one of its strengths. However, the remuneration levels of its international resources were too far below the market rates for similar work in Afghanistan. This has resulted in some attrition of the international resources over the period of implementation of the project. These issues would need to be suitably addressed in the next phase.

## V. Lessons learnt

### *Lessons learnt*

CAP project has used a CD model of immense relevance to the current Afghan context. It is being implemented by harmonizing the two tools of coaching and advising. By using this mix, the various levels of CD (institutional, organizational and individual) are suitably catered to. Further, it enables the CAP coaches/advisors to address the CD needs of both senior management and the middle & lower management functionaries in the Government. The practical utility of this model has been recognized by various key stakeholders like Government of Afghanistan, UNDP, CD practitioners

and independent researchers<sup>1</sup>. Two Impact assessment exercises carried out by the project where feedback was taken from government counterparts who have benefited from the project indicated high satisfaction levels with the project (74% in 2008 and 89% in 2009). The project also came out with flying colours in its independent external evaluation wherein the tools and techniques used by CAP project, the contributions of CAP international coaches/advisors and its impact on the Afghanistan government was deeply appreciated. The evaluation report cited the project as a **"High impact low cost project."**

The lessons learnt can be analyzed from two perspectives: One, the lessons learnt regarding good features of the project model which need to be replicated in the next phase and; two, the lessons learnt regarding the gaps in the existing model and which need to be filled in the coming phase.

- Starting with the things that have worked, the primary lesson learned is the efficacy of using the CD tool of coaching and mentoring or in other words, on the job training. The current Afghan situation especially in the context of the very low entry level capacities in the public sector, combined with the lower retentivity levels and also the flexibility offered by the approach makes coaching and mentoring the most suitable, effective and sustainable methodology for CD. Also, the mix of coaching and advising is beneficial for bringing about comprehensive capacity development in the ministries/agencies.
- Another positive lesson learnt is that sourcing international coaches/advisors from the region is a model that works well in the Afghan context. In CAP, most of the international advisors/coaches were sourced from Indian Civil service. Not only are they culturally more appropriate in Afghanistan but the fact that they are practitioners of their subjects have been two factors that have contributed to their success. A side benefit (side but important) of hiring advisors from the region is that they come at a low cost.
- A key lesson learnt is the validation of the hypothesis that projects in which national ownership is high, succeed. CAP has since inception been a government and demand led project, with the implementation partner i.e. CDS in lead in most decision making. This has been a significant factor in CAP's acceptability in GOA.
- Coming now to the lessons learnt regarding gaps in the existing model, the foremost is regarding standardization of subject material for coaching. Though all CAP coaches do the coaching & mentoring and advising in five common functions, there is no standard training material or guideline for this purpose. This is an urgent and pressing need that must be filled in the next phase of the project.
- CAP project office needs to be strengthened in terms of numbers for better monitoring and implementation coordination of the project. By way of its modality wherein the team of internationals and national coaches work in different ministries, CAP is in effect multiple sub-projects running in different government ministries/agencies. Coordination and monitoring of a project with such model needs more human resource in the project office.
- Remuneration levels of international resources of the project need to be improved. This must be done with an aim to balance the two requirements: minimize attrition and maintain the low cost feature of the project.
- There is a need for better and well defined coordination and linkages between the various UNDP CD projects so as to maximize the outputs and minimize duplications.
- More care needs to be taken in recruitment of national coaches vis a vis their qualification. Also there needs to be a policy/plan for long term retention of national coaches within the government system along with systematic measures for professional growth.

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<sup>1</sup> Mr. Frederick Rosen, MSc, PhD Fellow D/o Political Science, Copenhagen University / Watson Institute for International Studies, USA conducted a study on CAP and its CD techniques and has published a research paper wherein he has highlighted some key features of CAP model and its success.

## Recommendations

Based upon the lessons learned and the results / outputs pursued during the first year of project implementation the following recommendations are made:

1. The coaching model followed in CAP Project has shown good results for government officials and has emerged as a sterling example of South-South cooperation. It is highly effective, flexible, allows for better retention and provides ministry staff with constant guidance. However, there is scope for coaches to also provide advisory services with an aim to contributing towards development of institutional and organizational capacities.
2. While the source of international coaches should be diversified and other possibilities should be explored, the quality of coaches in terms of their qualification and experience to deliver required services should be of paramount importance. To this end, while the low cost model for the large coverage it intends to offer should be ensued, a review of remuneration to attract and retain talent should be considered and provided in phase-II.
3. In order to reduce the response time for providing services of a coach / advisor against a request, during the phase-II implementation, the project should attempt to develop a roster and database of potential candidates so that the selection and deployment of the coach / advisor is complied in a reasonable time.
4. While the services at the central level should continue in its current form, which has proved to be highly successful in terms of demonstrated high satisfaction level with project services, a model of implementation needs to be developed for sub-national level. The project should consolidate and accord priority for providing the services to the provincial level in collaboration with other donor funded programmes.
5. The recipient agencies should ascertain their requirements based on their priorities of service delivery, before initiating any CD project in their organizations. A pool of 'Best Practices' which can then be replicated by all CD programs should be formed and synergies between different CD programs should be enhanced.
6. In the post conflict conditions of Afghanistan where the ministries/agencies face severe resource crunch, the project resources should provide for all its requirements and the project implementation should not depend upon externalities for any support.
7. There is a need for harmonized interventions towards creation of similar organizational structures, staff capacity and system improvement. In order to maintain uniformity of coaching standards, there is a need to develop standard coaching material in subjects of common functions. However, the standard curriculum should provide adequate flexibility to respond to specific learning needs of the coachees. Also, in addition to the functional areas, capacity needs to be developed in specialized technical areas.
8. Given the potential of women to contribute to the nation's development gender mainstreaming must continue to be a priority. CAP has had some success in its gender mainstreaming efforts primarily because of its outreach and approach. Coaching & Advising is therefore ideally suited for this task.
9. There is a need to develop mechanisms and indicators for measuring results and achievements of CD efforts at all levels.
10. The project should increase advocacy and outreach for remaining focussed and aligned with the objectives of the project such that the project is accountable to beneficiaries and contribute to ownership by national authorities.

## VI. Financial status and utilization

### Financial status

**Table 1: Contribution overview [start date of the project – end date of project]**

	Type	Description of Allocation	Commitment	Received (USD)	CONTRIBUTION BALANCE (USD)	Donor Contract End Date
			(Local Currency)			
<b>A</b>	<b>Un-earmarked</b>	Transferred from previous phase, or other project				N/A
		Contribution 1				day-month-year (as per contract)
	<b>Total Un-earmarked</b>					
<b>B</b>	<b>Earmarked</b>	Earmarked for Output X (for example)				day-month-year (as per contract)
	<b>Total Earmarked</b>					
	<b>TOTAL</b>					

\*obligations only apply to a 'provisional' final report.

\*Items that should be mentioned in remarks: 1) final instalments expected from a specific donor  
2) any discussions/agreement to date reached with donors regarding possible re-allocation of unspent balances (e.g., if the balance of funds will be transferred to another project).

**Table 2: Funding status (as of the end of the project)**

DONOR	RECEIVED [1]	EXPENDITURES (inclusive of GMS) [2]				PROJECT BALANCE	EARMARKED	REMARKS
		Year 1	Year 2	Year 3	TOTAL			
ex: UNDP								
ex: USAID								
ex: Canada/CIDA								
etc.								-
etc.								-
etc.								-
<b>TOTAL</b>		-	-					

[1] The *Received* column in this table should match the figures in the column (of the same title) in the Resource overview table.

[2] Any expenditure incurred against unreceived donor commitments (final instalments, for example) must also be reported as expenditure.

## Financial utilization

**Table 3: Expenditure by activity**

ACTIVITY	RECEIVED [1]	EXPENDITURES				BALANCE	DELIVERY (%)
		Year 1	Year 2	Year 3	TOTAL		
Activity 1 [Activity Description]							
Activity 2 [Activity Description]							
Activity 3 [Activity Description]							
Activity 4 [Activity Description]							
Activity 5 [Activity Description]							
UNDP GMS (based on donor agreements)							
<b>TOTAL</b>							

[1] The Received column in this table should match the figures in the column (of the same title) in the Resource overview table.

**Table 4: Expenditure by donors**

DONORS	ACTIVITY (as in ATLAS)	RECEIVED [1]	EXPENDITURES [2]				BALANCE	DELIVERY RATE (%)
			Year 1	Year 2	Year 3	TOTAL		
Name of Donor	Activity 1: [Activity Description]							
	Activity 2: [Activity Description]							
	Activity 3: [Activity Description]							
	Activity 4: [Activity Description]							
	Activity 5: [Activity Description]							
	GMS [insert %, see donor agreement]							
	Subtotal [Name of Donor]							
Name of Donor	Activity 1: [Activity Description]							
	Activity 3: [Activity Description]							
	Activity 5: [Activity Description]							
	GMS [insert %, see donor agreement]							
	Subtotal [Name of Donor]							
Name of Donor	Activity 1: [Activity Description]							
	Activity 2: [Activity Description]							
	Activity 4: [Activity Description]							
	GMS [insert %, see donor agreement]							
	Subtotal [Name of Donor]							
<b>TOTAL</b>								

[1] The Received column in this table should match the figures in the column (of the same title) in the Resource overview table.

[2] Any expenditure incurred against unreceived donor commitments (final instalments, for example) must also be reported as expenditure.

## Annexes

**Multi-Annual Work Plan (or RRF)**