



**Ministry of Rural Rehabilitation and Development
Afghanistan Institute for Rural Development
IALP-K2 Project Capacity Building Component**



Baseline Assessment of PRRD Capacity, Kandahar

Prepared by: Dr. M. Sharif Amiri
Program Manager of AIRD
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Acknowledgement:

The Afghanistan Institute of Rural Development (hereinafter AIRD) under the Ministry of Rural Rehabilitation and Development (hereinafter MRRD) is pleased to complete Baseline Assessment of Provincial Rural Rehabilitation and Development Department of Kandahar (PRRD Kandahar). The Baseline Assessment of Kandahar PRRD assesses the existing institutional capacity, public administration and service delivery of the department.

On behalf of AIRD, I express the deep appreciation for financial support of CIDA (Canadian International Development Agency) under IALP-K2 project to AIRD for the capacity building and institutional development PRRD Kandahar. In whole, I also appreciate the financial and technical support of all partners and donor agencies for institutional development of AIRD regarding rendering capacity development and research activities in various social –development fields. Particularly, AECID, GTZ, GRM, JICA, EC, AUSAID, WB, NIRD, CIRDAP and some other organizations.

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I wish to thank MRRD and AIRD for reposing confidence in me and assigned the responsibility to me. The comments from Mr. Shekib Rahman, Executive Director, AIRD helped us to improve the report. My colleagues Mr. Baryali Herlali and Haj Mohammad Jan who were members of the team ably assisted the assessment.

I. Background:

According to tripartite memorandum of understanding on establishment of the Kandahar Regional Agriculture and Rural Development Institute (KRARDI) of the Integrated Alternative Livelihoods Program (IALP-2), signed between Ministry of Rural Rehabilitation and Development (MRRD), Ministry of Agriculture, Irrigation and Livestock, (MAIL) and Ministry of Education (MoE), the MRRD is responsible for overall management and oversight for the establishment of the KRARDI. In regard to capacity building, the Afghanistan Institute for Rural Development (AIRD) is the responsible entity within the MRRD to elaborate a specific curriculum (*in local languages*) focusing on the Management of Rural Development that will be taught in the part of KRARDI curriculum devoted to the social and rural development and training of rural communities. In order to do this activity, the AIRD will select, recruit and prepare a team of trainers in charge of teaching the Rural Development Management curriculum in KRARDI. This team will be working under the AIRD. After completion of construction of KRARDI, MRRD will be responsible to take overall operational and maintenance costs as well as salaries of teachers and administration staff of the section of KARARDI responsible for the social development and training of rural communities. Besides the curriculum development and providing professional team to undertake Rural Development Management subjects in DRARDI, AIRD is also responsible for capacity building and institutional development of PRRD Kandahar under this project.

The public administration and organizational functioning of PRRD, like other governmental departments in Kandahar province, is highly affected by the lack of suitable capacity as well as due to the security problems. Hence, CIDA in the context of IALP-K2 project and in partnership with AIRD is considering supporting the PRRD institutional capacity strengthening to improve PRRD organizational functioning and service delivery. In this backdrop, AIRD as the implementing partner for the capacity building component, conducted the Baseline Assessment of PRRD focusing on the following main objectives.

1. To assess the existing institutional capacity of PRRD Kandahar PRRD, identify gaps, and explore windows for effective intervention.
2. To develop a productive plan for the project implementation, to effectively utilize the existing resources and address further needed resources and support to strengthen the capacity of PRRD to perform/deliver the tasks assigned to it.
3. To assess capacity building activities and opportunities on the provincial level based on which AIRD will be able to coordinate the activities with concerned stakeholders therein.
4. Furthermore, to introduce AIRD Capacity Building Team (CIDA project staff) with IALP-K2 and PRRD staff, who will be involved in the CB activities. as well as to oversee construction of KRARDI and its location,

The Baselines Assessment was conducted from 4th to 6th October 2010 for three days by AIRD Program Manager and the projects staff. The team had meetings and group discussions with PRRD staff i.e. (Acting Director, Acting Executive Secretary, Acting Program Manager, Admin/Finance, Socio-Development sections and PRRD Advisor) to assess the existing situations and problems of PRRD. Moreover, the team had observation from documentation and daily functioning of PRRD. And certain pre-designed assessment forms were filled out based on the findings and interviews with the staff. The team had also comprehensive discussions with regional offices of NABDP, NSP and Civil Service Commission in respect of PRRD current capacity and problems as well as regarding capacity building mechanism and opportunities for PRRD in the province. AIRD team also visited the-site for establishing of KRARDI which is really in a wonderful and secure area close to Turnak Agriculture Farms and next to Kandahar Airport. It must be mentioned that the construction work of KRARDI has not started yet as its bidding is under the process with Procurement Department of MRRD.

The report is mainly focused on the finding and discussions on PRRD public administration, management and capacity building, Conclusions of discussion and recommendation for capacity building and institutional development of PRRD are presented at the end of this report.

II. Findings and Discussions of PRRD:

A. PRRD Introduction:

PRRD (Provincial Rural Rehabilitation and Development Department) is the second tier administrative unit of MRRD based at the provincial level, which has been established sub-sequent to the establishment of MRRD as an independent ministry in 1367 (1988). PRRD Kandahar is located in the capital of the province (SHAHR-E-NOW). PRRD is mandated to support and implement MRRD mandate and strategic objectives at provincial level, with specific focus on establishment of linkage with rural communities, community development, incorporating of community needs and problems to MRRD development plans, survey and designing of new projects in rural areas, M&E of projects implemented in rural areas and leading and supervision of MRRD national programs in the province. Although PRRD has not received MRRD's new Strategic Intent, following are the ministry's mandate and strategic objectives based on the strategy.

- *MRRD's vision for Rural Development: (Empowered and prosperous rural communities)*
- *MRRD's Mission: To alleviate poverty in rural areas by empowering communities and fostering economic and social opportunities,*
- *Strategic Focuses: Rural Infrastructure and Economic Development, Local Governance, Rural Development Policy and Planning, Institutional and Sectoral Development, Human Capital Development, including the Cross-cutting issues (Women's empowerment, Environmental protection, Disaster management, Stabilization and conflict mitigation)*

The administrative and operational structure of PRRD Kandahar consist a Director at the top with the Program Unit and Executive Secretariat as two main pillars. The Program Unit is mainly responsible to manage and coordinate development activities and operations; this unit has two sub-units (Social Development Affairs and Engineering). The Executive Secretariat has three sub-units (administration, finance/budgeting and procurement). As per the norm, PRRD must have district based staff- two Social Workers in each district- who work for community mobilization, enhancing of MRRD linkage with community, incorporating community needs and priority with MRRD and to support MRRD's field activities. As compared to the approved Organizational Structure of PRRD for year 1389, there are just 5 Social Workers based in three districts (Arghandab -2, Dand -2 and Daman -1) out of 17 districts in the province; the social workers are working under Social-Development Affairs Unit

PRRD Kandahar does not have its own annual or long term development plan nor development budget. But, based on the availability of opportunity, they have just partaken in distribution of some humanitarian assistance during national disasters and to IDPs (Internally Displaced Peoples). They have supported WFP regarding Food for Work Program in some districts during the last few years since 2002. Though they have very weak coordination with MRRD's national programs (NABDP, NSP), PRRD has contributed with MRRD's national programs (NABDP, NSP) in respect of establishment of CDCS and DDA. However, PRRD has to play the role of leading department for entire MRRD National Programs at provincial level. Moreover, a number of local NGOs and donors agencies run various civil services and development programs in the rural areas which must be closely coordinated with PRRD.

Capacity building and staffing for PRRD is mainly handled through the regional office of Civil Service Commission (CSC) and PRRD is supposed to provide their reports both to CSC and MRRD.

According to the ANDS structure, MRRD likewise PRRD is working under the Agriculture and Rural Development Sector/cluster. Likewise, under a coordination mechanism set-up at provincial level, PRRD participates in Agriculture and Rural Development Sector Working Group (SWG) and Provincial Development Committee Meetings (PDC); they attend its monthly meetings where desired coordination among-all the stakeholders and development activities is supposed to be maintained.

B. Management:

Planning: Based on the assessment, it is observed that PRRD Kandahar does not have proper and settled planning system. The team could find neither any long term plan in PRRD nor annual action plan. Commonly, there is no regular short term action plan (monthly, quarterly) as well. Even there is no distinct format for planning; they have just kept annual action plan of MRRD programs and some NGOs in the files. Although some sections might have monthly action plans, the plans are also not implemented due to lack of resources, technical capacity and security restrictions. So far, PRRD staff did not get any orientation about the New Strategic Intent of MRRD which was developed almost three months ago in June 2010. And still they do not have copy of the Strategic Intent in PRRD.

As usual, the central government (Line ministries) has not devoted proper attention on sub-national planning in the government departments including PRRD Kandahar. So, mostly the annual plan is sent from line ministries to the department at the beginning of each year which is also not implemented because of lack of proper resources, lack of technical capacity, staff deficiency and insecurity. Additionally, the existing staff does not have appropriate capacity and knowledge regarding planning and its importance, as well as implementation of a plan.

Although the existing staff of PRRD requested short term training courses on planning, mere short term trainings will not be so effective to change staff attitude. Regular supervision, mentoring and coaching of the staff are suitable approaches to improve planning mechanism within PRRD, besides the short term training courses.

Reporting: Though, the existing staff prepare their monthly or quarterly reports and submit their reports to respective line managers, the system is not regular and effective. Because, the staff does not have proper skill of report writing, their reports are really defective and non realistic; there are no specific achievements to be mentioned in the reports. In addition, there is no soft data and any MIS system within PRRD; the staff does not receive feedback on their reports.

Main reasons for the problem are lack of proper supervision within PRRD; most of key positions are vacant or filled by non appropriate acting staff. On the other hand, the service delivery and operation of PRRD is really limited that staff could not report any achievements. Furthermore, the staff could not receive any feedback from top for their problems and recommendations. Besides a short term training course on report writing and communication for PRRD staff, long term coaching and close supervision of the staff are essential. Moreover, regular supervision and feedback from MRRD will be required to support the PRRD performance and management.

Leadership/supervision: As most of the top/key positions are vacant right now, the leadership and supervision is really diminished within the department. Additionally, central supervision (from line ministry) is also very weak, due to the lack of productive communication. The staff complained that the line ministry has not heard or receptive to their problems and they never found a positive feedback on their needs and requests. So, having a professional and capable staff to properly coordinate and supervise entire development activities at provincial level is critically needed for MRRD. An effective linkage between the department and line ministry is very important so that the department will be able to receive on time support and feedback from MRRD.

Staffing/HR: The Regional Office of Civil Service Commission (CSC) based in Kandahar province is the responsible entity for recruitment and capacity building of all civil servants at provincial level. According to the approved organization structure of PRRD Kandahar for year 1389, the department must have a total staffing of 35 employees including PRRD director, comprising 24 positions of civil servants 11 positions of Ajeer/contracted staffs divided in the following units. ([Annex-1: List of PRRD Existed Staff](#))

I. PRRD Director (1)
a. Head of Program Unit (1) <ul style="list-style-type: none"> i. Engineering Section (3 CSs + 3 Ajeer) ii. Socio-Development Affairs Section (12 including 5 SWs just in three districts)
b. Head of Executive Secretariat (1) <ul style="list-style-type: none"> i. Administration Section (3 CSs + 6 Ajeer) ii. Procurement Section (2) iii. Finance/Budget Section (2 CSs + 1 Ajeer)

For further information please refer to [\(Annex-2 PRRD Organizational Structure\)](#)

The regional office of CSC expressed that staff shortage and lack of qualification in the public administration is the common problem in South-West Region (Kandahar 50%, Orzgan 70%, Zabul 60% and in Helmand 30-40% shortage of civil servants). Based on the assessment and keeping in view the organizational structure of PRRD, the staff deficiency and lack of qualification are the most critical problems in PRRD Kandahar. They have almost 40%- 50 % shortage of civil servant staff including 12 key positions (Director, Executive Secretary, Admin Officer, Finance Staff, Head of Program Unit, entire staff of Engineering Department, and other admin contracted staff). Meanwhile, the Acting Director and Acting Executive Secretariat said that almost 4 vacant positions are under recruitment and will be staffed shortly (Admin officer, Executive Secretariat, members from Engineering Department). Overall PRRD does not have technical staff; most of the existing positions are also occupied just by baccalaureate or undergraduates. Nevertheless, PRRD is supported by a Technical Advisor hired through NABDP regional office. But, the lack of technical staff is also great challenge for the advisor to provide proper support.

The staff is appraised by CSC regional office annually. But, the staff said that the appraisal is useless and does not have any follow up or result. On the other hand, there is a type of inconsistency and no concentration on attendance and staff performances. Because, the supervision is weak and organizational operation is very limited, the staffs do not have clear understanding their ToRs as well,

The existing staff of PRRD said that the high security risks for Gov. Officials and low salary scale are main factors that the people lost their interest to work within governmental departments. It is true that Gov. Officials in Kandahar province have been targeted by Taliban and other insurgents several times. As, a result, the qualified people do not want to accept such high risks against the meager benefits provided by CSC.

In order to improve staffing in the department, the existing staff suggested that providing Top-Up Salary and Hazard Allowance would be a desired solution for the problem in the current situation that would help find qualified and technical staff. Moreover, regular supervision and support from the center (MRRD) is also necessary to motivate provincial staff, to appreciate their problems and provide on-time support for them. *(Refer to Annex-3 staff requirement)*

Administration, Procurement & Finance: Although some of the key positions are vacant in this section as well (Admin Manager, Finance Managers, etc.), at least this section could provide required support to staff and operation for the time. But, in a broad view the existing capacity and structure cannot provide appropriate support to PRRD's expected operation.

Overall filing and documentation is reasonably good in the department. The entire department has records in hard filing system; they just need File-Cabinets, The staffs do not have proper access to IT facilities and so the soft records and filing system is not appropriate

The Finance/Budgeting system also needs to be improved. This unit does not know about the total amount allocated under Ordinary Budget for current year to properly plan procurements. They are just informed about the allocated budget on quarter basis. The procurement and finance reporting to the Provincial Revenue Office is delayed. The unit does not have specific procurement plan as the staff is not capable to prepare annual procurement plan. The existing budget is also limited i.e. in the first quarter of 1389 they just received 400,000 Afs. Likewise, they received 450,000 Afs to meet just staff salary and an amount for running cost. There is no development budget available for PRRD to run development and field activities thereof.

The main problems of the unit are budget limitation, restriction of their authority and dependency on MRRD and CSC concerning HR, Procurement and Budget planning process. The staff said that they need relevant training courses according to their ToR i.e. (budgeting, finance management, procurement, HR administrations).

The main recommendations regarding proper support to this section are: providing on-the-job training and formal trainings for the staff, equipping the PRRD with required office furniture and IT equipments.

C. Coordination & Communication:

Although, there is no regular staff meeting within PRRD, certainly this has not created any problem regarding internal coordination and communication among PRRD staff. They have irregular internal meetings and direct communication with each other. Additionally, the acting director of PRRD said that they have proper coordination with governor office and other government departments at provincial level. PRRD regularly attend provincial administrative meeting every week as well as attend the monthly Provincial Development Committee Meetings.

Meanwhile, PRRD complained that the donor agencies and NGOs do not have proper coordination with them in the province; they implement projects independently and without any consultation with PRRD. Additionally, PRRD does not have proper coordination with District Administrations, apart from three districts (Daman, Dand and Arghand) where PRRD has Social Workers.

However, PRRD observed that the coordination with MRRD's national programs at provincial level is weak. But in fact, due to lack of technical capacity, PRRD could not lead and supervise the programs at provincial level. In addition, he emphasized that there is not regular and effective communication and coordination system between PRRD and line ministry and that PRRD could not find proper support and feedback from MRRD. And, there is no staff to be responsible for public relation and media; they could not develop communication tools (brochures, newsletter, magazine, TV spots, posters etc.).

The main point is that the department does not have appropriate capacity to convince NGOs, donor agencies and MRRD's national programs for productive coordination and incorporating their development programs with PRRD activities. In order to support the coordination mechanism, recruitment of technical staff, to fill the vacant positions is the basic solution. Moreover, a regular and productive coordination system between PRRD and MRRD must be set by MRRD. Actually, District Social Workers are the army of rural development process- they play key role in respect of community development and linkage with districts. With 14 districts having no presence of PRRD, it is a tall order to expect PRRD to be effective in the province. So, recruitment of district staff is strongly recommended. The public Relation and information dissemination system must be strengthened.

D. Community Linkage/Outreach:

There is a particular unit (Social-Development Affairs) consisting district based staff and Social Workers which is responsible for community development and linkage with them. This section has contributed to MRRD national programs (NSP, NABDP) regarding, albeit marginally, community development. Regardless, in the activities relating to the national program, PRRD does not have

much to do in the formulation of community development plan nor certain budget for any community based activities; they have not organized any outreach activity in the field. It is evident that absence of any development fund, lack of district based staff (Social Workers) and insecurity are the main obstacles against the process. Recruitment of district (local) based staff and their capacity building in community development processes as well as access to financial resources are the main recommendations in this connection.

E. Service Delivery & Development Interventions:

MRRD's national programs (NABDP, NSP) are properly operated in Kandahar province. They have good service delivery and implement various development projects all around the province. However, these programs are mainly managed through their separate central and provincial/regional offices with very low involvement of the PRRD which has leading and supervisory role concerning implementation of the programs in Kandahar province. This implies that, overall, PRRD/MRRD is the most important contributor of development programs but suffer from poor coordination between PRRD and MRRD programs

Apart from the national program's operations, PRRD by itself is not running any development project and hence its service delivery is very limited. Their contribution is rather limited to some social projects like response to disasters, and distribution of humanitarian assistance and Gabions at the request of donor agencies.

Overall, the department is not in a capacity to properly accomplish its minimum expected responsibilities (field Survey, project designation and implementation, leadership to MRRD's national programs, M & E of development projects, Community Development and linkage with community, Coordination of development interventions on rural areas, distribution of assistance and proper response to disasters, etc.). For instance, they have not been capable to distribute even 20,000 Gabion Nets to vulnerable and deserved rural communities in the region which have been deposited in the stock for more than a year. Additionally, PRRD is not capable to collect community needs and formulate development projects based on the actual needs of community. There is no technical staff to technically design projects and to develop proposal for fund raising, conduct surveys and M & E, and there is no staff to support PRRD regarding IT and computer skills.

F. Organization functions and Challenges:

KEY DEPARTMENT /SECTIONS	KEY FUNCTIONS	PROBLEMS	RECOMMENDATIONS
Top Management of PRRD (Director)	<ul style="list-style-type: none"> • Develop annual development plan and budget for the PRRD. • Coordinate PRRD's activities with concerned stakeholders (ministry, donors, NGOs, G. O, line departments, private sector, district administration and community) • Lead and Supervise MRRD development programs in province • Lead internal meeting, attend coordination meetings on provincial level, • Supervise PRRD staff, coaching and appraisal of staff • Provide regular progress report to MRRD 	<ul style="list-style-type: none"> – Staff shortage – lack of capacity and professional staff, – lack of development budget – The position is occupied by acting director. – Security threats 	<ul style="list-style-type: none"> ✓ Technical and qualified staff must be hired, preferably from the local area ✓ Development budget must be allocated ✓ Technical advisory and support for PRRD ✓ Top-up salary ✓ MRRD support is needed
Executive Secretary	<ul style="list-style-type: none"> • Supervise and administrative support of entire sections • Prepare entire formal letters and communication • Support and follow up of meetings • Office maintenance and supervision of staff • Support PRRD procurement and administration 	<ul style="list-style-type: none"> – Staff deficiency – Inadequate office facilities – Centralization of procurement process 	<ul style="list-style-type: none"> ✓ The vacant positions must be staffed ASAP ✓ Provide required office facilities ✓ The procurement process need to be

KEY DEPARTMENT /SECTIONS	KEY FUNCTIONS	PROBLEMS	RECOMMENDATIONS
	<ul style="list-style-type: none"> • Support PRRD Achieve • Process/check entire admin/finance documents 	<ul style="list-style-type: none"> – Budget limitation – In appropriate capacity 	<ul style="list-style-type: none"> decentralized ✓ Budget expansion ✓ Trainings are needed
Administration	<ul style="list-style-type: none"> • Controlling of staff, supervise their attendance and performances. • Facilitate recruitment of staff and undertake other HR tasks • Support Executive secretariat regarding, formal communication, achieving and documentation of files • Office maintenance, support transportation, IT, and Media activities 	<ul style="list-style-type: none"> – Staff deficiency (admin, journalist, IT officers) – Inadequate office facilities, – Dependency on CSC and center MRRD 	<ul style="list-style-type: none"> ✓ Recruitment of staff ✓ Provide office furniture, ✓ Provide training on management and administration
Finance Section	<ul style="list-style-type: none"> • Salary payment for staff • Controlling of budget and finance management • Prepare financial reports and documents, 	<ul style="list-style-type: none"> – Inappropriate budgeting – Low capacity – lack of IT equipment 	<ul style="list-style-type: none"> ✓ Support budgeting system ✓ Need for trainings ✓ Need for IT
Procurement	<ul style="list-style-type: none"> • Undertake logistics and procurement for PRRD • Prepare and process procurement forms and documents, received budget from provincial Revenue office. • Assets record and manage stokes, maintenance of office facilities and equipments including vehicles. • Prepare all types of contracts, facilitate bidding process • Registration of NGOs and private sectors 	<ul style="list-style-type: none"> – Inappropriate budgeting system – Low capacity – Dependency on MRRD central procurement depart – Budget limitation 	<ul style="list-style-type: none"> ✓ The amount of budget must be disclosed at the start of year ✓ Budget expansions ✓ decentralization of procurement process ✓ Trainings on budgeting & procurement
Program Unit	<ul style="list-style-type: none"> • Overall coordinate and support entire development activities and projects of PRRD, coordinate and supervise NGOs, MRRD's Programs, donors in province • Support engineering and socio-development sections • Support M&E of projects, • Project formulation and develop proposals • Contribute community development 	<ul style="list-style-type: none"> – Lack of technical capacity and staff – Lack of coordination with concerned stakeholders. – Resources limitation – Insecurity 	<ul style="list-style-type: none"> ✓ Recruitment of technical staff ✓ provide access to proper resources ✓ long term technical support and coaching ✓ formal technical trainings ✓
Social-Development Affairs	<ul style="list-style-type: none"> • Coordinate and supervise community development components of NSP and NABDP programs • Coordinate socio-economic survey, enterprises development. • M&E of socio-economic projects and enterprises • Facilitate MRRD develop programs in the province • Support community development activities in the field • Regular linkage with community, and development councils, incorporate community needs and requests • Supervise social projects (Food for Work, Social Assistance, Disaster and Vulnerability) • Needs assessment of PRRD staff • CB and mobilization of development shuras, conflict resolution in the community. 	<ul style="list-style-type: none"> – Lack of district based staff (social workers) – insecurity – Lack of available development budget – Low capacity – Lack of proper transportation and communication facilities for social workers 	<ul style="list-style-type: none"> ✓ Recruit district bases staff in all districts ✓ provide administrative, transportation and communication support to SWs ✓ Improve coordination with district admin. ✓ CB on community development, conflict resolution ✓ Improve the mobility of field workers with motorcycles or appropriate travel allowance
Engineering Department	<ul style="list-style-type: none"> • Facilitate projects bidding process • Primary and technical surveys, design projects 	<ul style="list-style-type: none"> – lack of technical staff and 	<ul style="list-style-type: none"> ✓ provide technical staff for the department

KEY DEPARTMENT /SECTIONS	KEY FUNCTIONS	PROBLEMS	RECOMMENDATIONS
	<ul style="list-style-type: none"> • M&E of projects on provincial level • Receive and compile community needs and requests • Provide public awareness on sanitation, hygiene • prepare project progress reports 	<ul style="list-style-type: none"> professional capacity – Insecurity – development budget lack of proper 	<ul style="list-style-type: none"> ✓ long term technical support . ✓ technical training ✓ dev. budget

G. Infrastructures and Office Facilities:

Notwithstanding the above short comings and deficiencies, one encouraging aspect is that a suitable building has been constructed for PRRD office at the outskirts of Kandahar city (Miarwis-Meana) which has sufficient office space (26 office rooms) and other required components (2 Training Halls), Vehicle Parking, Stoke, Water Supply and Electricity systems. The building has been constructed through NABDP budget in 2009.

Unfortunately, the building is not used for PRRD office right now because of security risks and its location. Thus, for the time being, PRRD is based at a rented building which is located in the center of Kandahar city (Shah-e-Now) next to NABDP and NSP offices which also has enough office space (16 rooms) including water supply and electricity system; electricity is provided by NABDP regional office- Kandahar city does not have regular electricity and PRRD generator is not working.

PRRD also does not have its own internet and networking system nor website; even there is no IT expert to provide support for the department. At present, a local NGOs (KCSC) has provided them internet connection which is also going to be cut down by the end of this year.

But, the department is hopeful to be shifted to their new building as soon as the security becomes good. They have strongly requested for internet and network, as well as for some budget to complete the construction of a big stoke at the new building which is somehow already mid- half-constructed.

Office Furniture: lack of suitable office furniture and IT equipments are other important gaps in the department, though, PRRD has proper office facilities compared to other government departments in the province. Additionally, they were donated with some commodities through SSPR & IRDP/JICA projects. But, still there are too many needs to be provided for PRRD staff. Most of them complained that most of the existing facilities including office furniture and IT equipments are old and useless. In addition, most of the staffs do not have access to required office facilities (chairs, tables, computer, printer, etc.). ([Annex-5, List of required furniture and IT equipments](#))

H. Capacity Building Mechanism:

One of the fundamental root causes for the main problems at the PRRD is the lack of proper mechanism and concentration on the capacity building of sub-national governmental officials. The Civil Service Commission (CSC), Afghanistan Civil Service Institute (ACSI) and some other donor agencies (UNDP, USAID, etc.) have started efforts for capacity building of government officials (and they have invested quite a bit of resources in this connection). But, unfortunately, based on the assessment from PRRD Kandahar as a sample, the output/outcome of the efforts is still not visible. Based on the interview with PRRD staff, they expressed that just 2-3 staff received one week trainings on Project Management and General Management this year and another 2 officers has been studying English and Computer courses throughout CSC capacity building program in the region.

On the other hand, CSC Regional Office informed that they have just completed a series of short term training courses for governmental official few months ago which is focused on five areas of competencies (Public Administration, Project Management, Strategic Planning, Budgeting and Finance Management, HR Management) which was attended by concerned govt. staff for each

component. In addition, CSC has been running six month English and Computer Courses for interested government officials.

However, MRRD has not started any regular internal mechanism for CB of PRRD to enhance sub-national capacity. Most of PRRD's staffs are baccalaureate (Just High School Graduated) and nobody has specialization. And all of them strongly need knowledge and skill development training courses, as well as for long term mentoring and coaching to bring about attitudinal change.

Institutional development of PRRD is also highly needed; organizational functions really face too much gap. There is no any effective mechanism for planning, reporting, coordination, supervision, communication and office management inside PRRD. PRRD still does not have certain annual plan; most of the staffs do not have any orientation on MRRD vision, mission and strategic objectives. Moreover, the staff does not have access to required office facilities; PRRD's organization structure is really rudimentary. For instance, PRRD does not have communication/public relation staff and no permanent M&E staff. Added to the above, PRRD does not have districts based staff or social workers (apart from three districts) as prescribed in its organizational structure. There are all the main issues which must be strictly considered in the institutional development of PRRD.

As mentioned above and based on discussion with PRRD staff and assessment of organizational functioning, both capacity building and institutional development of PRRD are immediate necessities. In term of institutional development, PRRD needs long term advisory to be provided through med-term mentors and technical advisors and sustained support by providing them with proper resources (human and physical). In term of CB of PRRD's staff, specific short term general courses to deal with immediate task and specialized training courses to build capacity for durable outcomes are really needed for all the staff in tune with their job requirements. Moreover, long term on-the-job training and mentoring is also other important approach for behavioral changes of the existing staff. The vacant positions must be staffed with professional staff through recruitment as well as provision for regular performance appraisal; staff motivation and follow up of on their grievances is also a prerequisite if any of the CB interventions are to produce desirable results. [*\(Annex-4: List of Required Training Courses\)*](#)

III. Conclusion:

The capacity assessment of PRRD has clearly brought out the following:

The capacity of the PRRD is woefully inadequate to perform and deliver its mandated roles and responsibilities; there is no any technical staff and capacity. PRRD lacks in staff (both quantitatively and qualitatively), resources, information, infrastructure, mobility and authority. There is no sign of any decentralization and all powers are centralized at MRRD. For instance, procurement, preparation of budget and planning, HR and recruitment of staff, etc. need to have not been decentralized in to a proper extent. Additionally, the existing budget and resources of PRRD are very limited which restrict organizational outputs and functioning,

The PRRDs are expected/ought to be a replica of MRRD at central level. Unfortunately, this is not so at the provinces. Currently, most of key positions are either vacant or filled by non professional acting staff. Internal management and organizational functioning has deteriorated leading to mismatch and restriction of service delivery; the department could not maintain suitable coordination with concerned stakeholders at provincial level including local NGOs, donor's agencies, district administrations. There is a parallel structure functioning to serve the same clientele and goals; there is no effective coordination and collaboration between programs of MRRD and PRRD, leave alone an organic linkage that is an imperative whilst, PRRD has the role of leading and supervisory for entire MRRD programs on provincial level,

The line of communication between MRRD and PRRD is also weak in terms keeping the PRRDs fully aware of policies and strategies and emerging issues. PRRD does not have proper linkage and communication with community as there is no initiatives and projects to be directly initiated by PRRD,

However, the regional offices of MRRD's national programs (National Solidarity Program-NSP and National Area Based Program- NABDP) are properly operated in the province covering almost all districts of the province through development councils (DDA & CDC). This has enabled MRRD to contribute to the development and rehabilitation process relatively better than other line ministries in Kandahar province. It may be mentioned that the programs' regional offices have very good management and administrative system supported by qualified and technical staff.

All the problems have been originated due to the following main external and internal factors:

- Lack of professional staff and capacity in sub-national government departments including PRRD Kandahar, to properly undertake the envisaged responsibilities and authorities.
- Lack of access to required resources for public administration and service delivery in sub-national department matching the responsibilities and assigned tasks.
- Inadequate attention from central government to focus on the capacity building and institutional development of Sub-National Government Departments.
- Lack of effective coordination and communication mechanism between sub-national government department and respective line ministries.
- Lack of confidence and authority to forge desired coordination among PRRD, NGOs and donor agencies. The existing mechanism (SWG, PDC) is not properly followed.
- Limitation, arising out of inadequate decentralization of authority relating to procurement, budgeting and planning processes which implies bureaucratic delay in organizational functioning.
- Low salary scale for civil servant, lack of motivation and effective appraisal process.
- Substantial staff vacancy at different levels of stipulated organizational structure that there are wide gaps
- **Insecurity is the biggest problem in the province which influences all government departments in the province, that lead to limitation of service delivery, loss of interest for working with government, avoid access to community and field activities, etc..**

IV. Recommendations:

In light of the abovementioned assessment and discussion on the existing problems and challenges before the sub-national governmental administrations particularly PRRD Kandahar, the following recommendations have emerged in order to contribute to the capacity building, institutional development and public administration at PRRD,

1. First and foremost, it is to be appreciated that PRRD is the provincial unit and official representative of the MRRD and, therefore, should be a replica, with appropriate staff, resources and other facilities. While the programs have definite life period, PRRD is the permanent government institution to lead, implement and manage the mandates of MRRD. Hence, the PRRDs have a very huge responsibility of sustaining what has been initiated by the programs. In appreciation of this, it is important to forge an organic relationship between PRRD and all the programs of MRRD. This would call for an administrative arrangement wherein the programs function under the overall umbrella of PRRD so that the PRRDs are in a position to eventually take over the functions and responsibilities when the programs exit. This is a critical exit protocol. Keeping this in mind, the following recommendations are made.
2. Capacity building, long term mentoring and on-the-job training look to be a productive approach. Additionally, short term training courses with close follow-up are needed for all the

staff. Since most of the staff is just high school graduated, they need both knowledge and skill development.

3. Current organizational structure of PRRD needs to be improved. District Based Staff (Social Workers), permanent and technical M&E staff, Media staff, IT staff, and expansion of engineering department are the significant deficits in the existing PRRD structure. Staffing and recruitment of professional staff in accordance with the approved organizational chart is the critical need for support of PRRD.
4. Technical support and long term advisory coupled with necessary office facilities is a right of each employee that must be provided based on their actual needs.
5. The Engineering Department of PRRD must be supported- a professional engineering team is really needed, to be able to identify and design development projects based on the needs of rural communities.
6. A professional M & E team and M&E mechanism must be established within PRRD.
7. District based staff must be supported with proper office space, transportation and office facilities.
8. An effective communication and coordination mechanism is needed between PRRD and MRRD thereby MRRD will be able to regularly supervise PRRD functioning. And, vice versa, PRRD will be able to receive appropriate feedback from MRRD-on their concerns.
9. An effective coordination between MRRD national programs and PRRD is important at provincial level, as an immediate step paving for an organic linkage in the short and medium terms to ensure sustainability of projects initiated through the projects.
10. An amount of development budget must be allocated for PRRD in order to run their own activities in tune with their organizational function which enable the identity and their presence are felt in rural areas.
11. Appropriate decentralization to give authority to match responsibilities and certain functions including procurement, budgeting, planning and staffing need to be considered.
12. The office facilities and needs of staff must be considered, for improving quality and quantity of organizational performances at PRRD.

V. Opportunities:

1. MRRD has prepared its 5 years strategic intents- one of the main focus area is institutional development and reform of MRRD departments.
2. AIRD, as the specialist training and research institute for MRRD, will be able to undertake the capacity building and institutional development process of PRRDs. But, AIRD need fund /resources for this purpose.
3. AIRD is funded with an amount of grant though IALP-k2/CIDA project which will be used for CB and institutional development of PRRD Kandahar.
4. Most of donor agencies, particularly CIDA is eager fund in Kandahar province.
5. MRRD has suitable organizational structure which could provide proper support to different working areas of PRRD.
6. A National Technical Advisor has been already working with PRRD through NABDP/MRRD who could support PRRD furthermore.
7. MRRD could provide support to PRRD Kandahar through its national programs.
8. DDP (District Development Program) is another opportunity whereby district based staff and development activities will be further supported.

9. Proper coordination mechanism is existing at provincial level (PDC, Sector Working Group) which could further be supported for improvement of coordination with NGOs and donor agencies.

VI. Annexes:

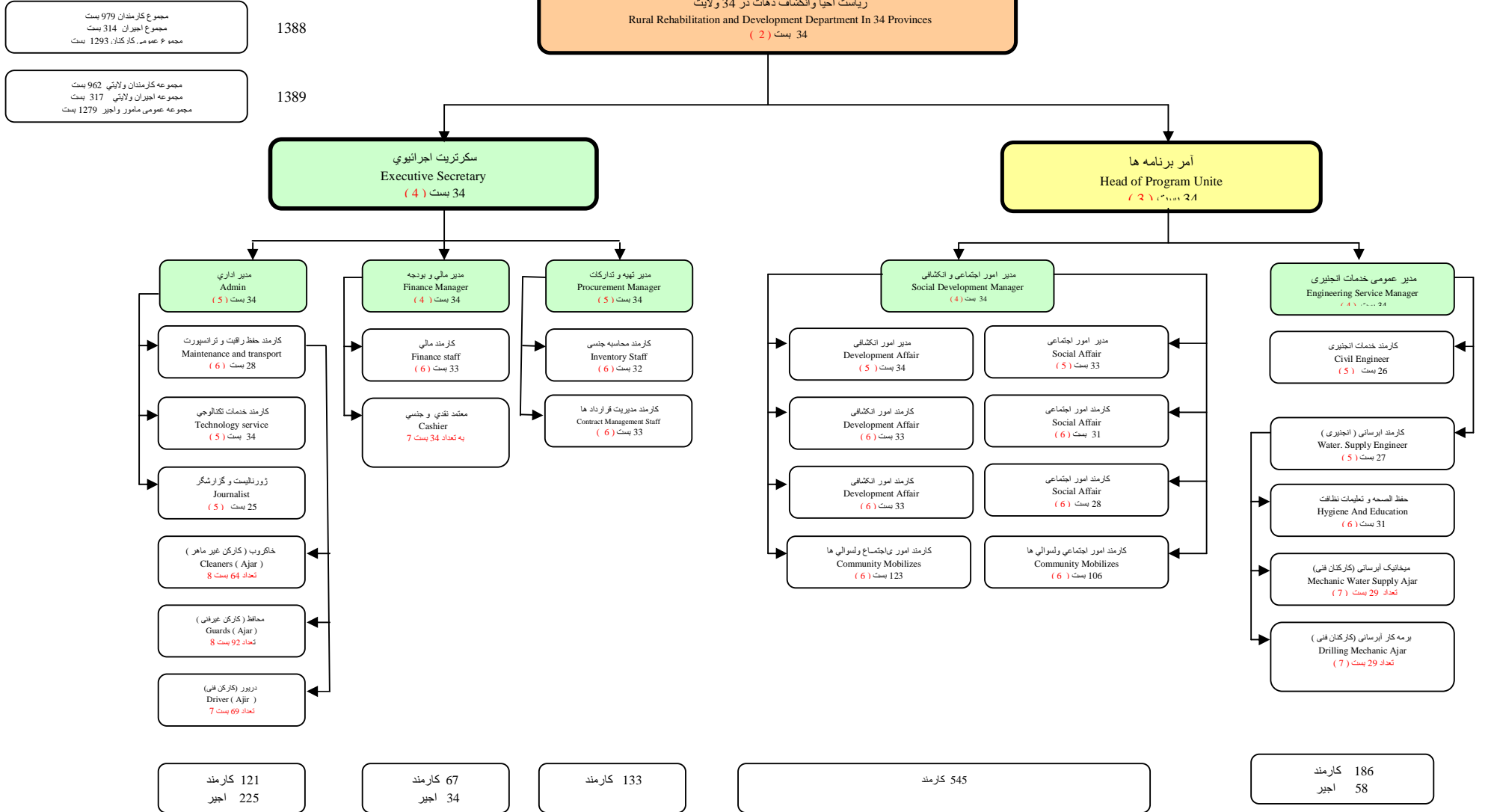
1. List of Existed Staff:

S N	NAME OF THE OFFICIAL	DESIGNATION	GRADE	DEPARTMENT	QUALIFICATION	PRR (Y/N)	REMARKS
1	Mohammad Hanif Borhan	Acting Director	2	PRRD director	Bachelor	Yes	Acting
2	Msjadi Sheekhzada	Acting Executive Secretary	4	Executive Secretariat	Baccalaureate	Yes	Acting
3	Sayed Abdullah Easmat	Acting Head of Admin Unit	5	PRRD	Baccalaureate	Yes	Acting
4	Hamidullah Safai	Acting Technology	5	PRRD	Computer Eng & institute graduate	yes	Acting
5	Haji Mohammad Omar	Dispatcher	6	PRRD	Baccalaureate	yes	
6	Abdul Wadood	Cashier	7	PRRD	Bc. Agriculture	yes	
7	Abdul Ahmad	Head of Procurement	5	PRRD	Secondary Education	yes	
8	Neda Mohammad	Stock Officer	6	PRRD	Baccalaureate	yes	
9	Mr. Nasima	Finance Officer	6	PRRD	Baccalaureate	yes	
10	Abdul Wali	Head of Socio-Development Unit	4	Socio-Develop	Islamic Education	yes	
11	Karimullah	Social Affairs Officer	5	Socio-Develop	Baccalaureate	yes	
12	Mohammad Awaz	Development Affairs Officer	5	Socio-Develop	Baccalaureate	yes	
13	Gull Agha	Development Affairs Assistant	6	Socio-Develop	Baccalaureate	yes	
14	Mr. Ehsanullah	Social Worker	6	Socio-Develop	Baccalaureate	yes	
15	M. Nasim	Social Worker	6	Dand District	Baccalaureate	yes	
16	Abdul Qayeum	Social Worker	6	Dand District	Baccalaureate	yes	
17	Mr. Azizullah	Social Worker	6	Arghandab District	Baccalaureate	yes	
18	Noor Mohammad	Social Worker	6	Arghandab District	Baccalaureate	yes	
19	Mr. Ahmadullah	Social Worker	6	Daman District	Baccalaureate	yes	
20	Mr. Ghullam Maroof	Hygiene Education	6	Engineering Department	Baccalaureate	Contracted	

S N	NAME OF THE OFFICIAL	DESIGNATION	GRADE	DEPARTMENT	QUALIFICATION	PRR (Y/N)	REMARKS
21	Abdul Hadi	Water Supply Mechanic	7	Engineering Department	9 th Class	Ajeer/Cont racted	
22	Sher Ahmad	Water Supply Driller	7	Engineering Department	9 th Class	Ajeer/Cont racted	
23	Abdul Haq	Cleaner	8	Admin Unit	Illiterate	Ajeer/Cont racted	
24	Ataullah	Security Guard	8	Admin Unit	Illiterate	Ajeer/Cont racted	
25	Gulagha	Security Guard	8	Admin Unit	Illiterate	Ajeer/Cont racted	
26	Mr. Ahmad	Driver	7	Admin Unit	Illiterate	Ajeer/Cont racted	

PRRD Organizational Structure (Next Page)

2. PRRD Organizational Structure:



3. List of Required Staff:

SN	Designation	Department	Grade	Level Education	Remarks
1	PRRD Director	Department	2	Bachelor of Eng.	Acting
2	Program Manager	Program Unit	3	Bachelor of Eng.	Acting
3	Head of Engineering Unit	Engineering Section	4	Bachelor of Eng.	Vacant
4	Infrastructure Engineer	Engineering Section	5	Bachelor of Eng.	Vacant
5	Water Supply Engineer	Engineering Section	5	Bachelor of Eng.	Vacant
6	Executive Secretary	Executive Secretariat	4	Bachelor	Acting
7	Head of Administration	Admin Section	5	Baccalaureate	Acting
8	Head of Finance/Budget	Finance Budgeting Section	5	Baccalaureate	Vacant
9	Social Worker	Socio-Development	6	Baccalaureate	Vacant
10	IT officer	Admin Section	5	Diploma	Acting
11	Cleaner	Admin Section	Ajeer	Not necessary	Vacant
12	Security Guard (2)	Admin Section	Ajeer	Not necessary	Vacant
13	Social Workers	13 Districts		Baccalaureate	Not included in the ogr. structure
14	Media Staff	Media Section		Bachelor	Not included in the ogr. structure
15	M&E Staff	M&e Section		Bachelor	Not included in the ogr. structure

4. List of Training Needs:

SN	Training Course	Duration	Target Staff	Expected outcome	Remarks
First Priority					
1	Orientation on MRRD's strategy and development programs, ANDS	One week	Entire Staff	Staff will be effectively work toward MRRD strategic objectives and mandate	
2	Public Administration, Office Management,	10 Days	Entire Staff	Improvement of org, functioning and office management	
	General Concept of Management	One week	Entire staff	Improve staff managerial skills.	
10	Community Development	One week	Program Staff	Improve knowledge and skills of program staff	
14	Project Management	One week	Program Staff	Improve knowledge and	

SN	Training Course	Duration	Target Staff	Expected outcome	Remarks
				skills of program staff	
17	Conflict Resolution	One week	Program Staff	Improve knowledge and skills of program staff	
14	M & E	One week	Program Staff	Improve knowledge and skills of program staff	
18	Disaster Management	One week	Program Staff	Improve knowledge and skills of program staff	
Second Priority					
3	Good Governance and Role of Sub national governance	One week	Entire Staff	Support good governance, improve accountability and coordination.	
4	Planning/Strategic Planning	One week	Entire Staff	Improve panning process within PRRD	
	Report Writing	4 days	Entire Staff	Improve reporting writing skills of staff	
5	Communication, Meeting Management,	One week	Entire Staff	Skill development of staff	
6	Financial Management, Budgeting and Procurement	One week	Admin/Finance staff	Improve knowledge and skills of concerned staff	
9	HR Management, Time Management	One week	Admin/Finance staff	Improve knowledge and skills of concerned staff	
	Code of Conduct/ Rule of Law			Knowledge development of staff	
11	Decentralization and Rural Development Concept	One week	Entire Staff	Knowledge development of staff	
12	PRA and Needs Assessment	One week	Program Staff	Improve knowledge and skills of concerned staff	
13	Project Formulation and Fundraising	One week	Program Staff	Skill development	
16	Social Audit	One week	Program Staff	Skill development	

5. List of Required Office Furniture and IT Equipments:

SN	ITEM	DESCRIPTION	UNIT	QUANTITY	REMARKS
1	Computer	10	PCs		
2	Printers	One for each section	PCs	4	
3	Scanners	For a	PCs	3	
4	Laptop Computer	One for each unit	PCs	5	
5	Cameras	Photography from field activities and projects	PCs	10	

SN	ITEM	DESCRIPTION	UNIT	QUANTITY	REMARKS
6	Projectors	For Training and Presentations	PCs	1	
7	Computer Tables	For setting of computers	No	10	
8	Tables	Office tables for staff	No	20	
9	Chairs office	Spiral/Rotator for staff	No	20	
10	Photo Copier	Copying of documentst	No	1	
12	Chair for visitors	For beneficiaries and visitors	No	15	
13	Meeting Table	For training hall	No	1	
14	Chairs	For training hall	No	20	
15	Sofas	For Department, Program Unit and Secretariat Unit	Set	4	
16	Carpets (rugs)	For office floor	M2	200	
17	Stoves	Electrical and gas for office heating	No	10	
18	Generator	For electrician of office	No	1	
19	USB (memory Flash)	For data transfer and deposit	No	10	
20	Vacuum Cleaner	For office cleaning	No	2	
21	Cupboard	Filling	No	12	
22	First aid Kits Package	Fist aid use	Set	2	
23	Notice Board	Information and notices	No	10	
24	White Board	For daily plan and presentation	No	10	
25	Air condition	For office	No	10	
26	GPS	For coordinate and geographic information	PCs	3	
27	Internet	128kB/sec	Lump		

6. Interested Photos: attached