

# Capacity Development Workshop

4 August 2009, Serena Hotel Kabul

Facilitators: Mr. Rasul Wahid/ Mr. Khyber Farahi

Minutes: Katja Hummel, Sayed Javid Hakimi

## Introductory Speeches:

### The Facilitator:

- greeting to the participants
- introduction to the objectives of the workshop
- introduction of the first speakers by the Independent Directorate for Local Governance (IDLG) and the Ministry for Rehabilitation and Rural Development (MRRD)

### HE DM Mr. Karimi (IDLG) – Opening Speech

- Pointed out that a new IDLG strategy has been developed based on the new capacity development policy (this strategy includes a clear division of responsibilities between different levels)
- He stated that enhancing capacity development is a common interest of IDLG and MRRD
- IDLG and MRRD need to look into and define their own role in the field of capacity development, particularly focused on sub-national governance structures

Addressing the framework of sub-national governance, Mr. Karimi then presented the three principles the election of the local councils is based on:

- Local governance
- Good governance
- Linking security and development

He also announced that, in order to better address training needs, IDLG has conducted an assessment of capacity development needs on different levels (village to provincial level)

In the end he thanked the organizers and wished everyone a successful workshop

### HE DM Mr. Barmak (MRRD) – Opening Speech

- Explained that the activities of the MRRD focus on rural areas (bottom – up approach)
- The ultimate goal is to strengthen human development
- He pointed out that, to create accountable, democratic local and national governance by strengthening formal and informal local governance structures will also enhance peace and prosperity
- He drew attention to the fact that historically, strengthening of government institutions and development went hand in hand (examples: US, Europe)
- In this regard, the National Solidarity Program (NSP) has been a great success and contributed

substantially to peace and stability in Afghanistan— a fact that proves, as Mr. Barmak said, that investing in human capital pays off (example Jalalabad)

- He also stated that he hopes that new MRRD/ IDLG policy for strengthening local governance will be approved by the cabinet as soon as possible
- The new policy is an important contribution to the debate as it sets out clear responsibilities for all relevant actors and calls for more coordination in order to avoid duplication
- HE DM Barmak assured that the MRRD intends to work closely together with the IDLG

In the end, he wished everyone a very productive workshop.

## **1<sup>st</sup> Presentation: Mr. Basir Saber (Policy Director, IDLG)**

- As mentioned in the opening speech by HE DM Karimi, IDLG has developed a capacity development strategy and, based on that, a program for its central office one for the provincial, district, municipal as well as local council level
- the objective of this policy is to create an accountable and transparent governance structure, and to enhance the delegation of authority to the sub-national level, Mr. Saber mentioned three main points in this endeavour:

1. Work towards transparent regulations
2. Enable government authorities to develop comprehensive service packages
3. Strengthening skills of decision makers and government representatives

To achieve all this, the roles and responsibilities have to be defined and divided at different levels:

### **Central Office:**

- The central office of IDLG plays a very important role: it sets standards, provides guidelines, takes care of the recruitment & capacity development measures for central office (in which a separate capacity development unit has recently been created)
- It also sets out to provide management skills training (through fellowship programs and an academy among others)

### **Provincial level (+district + municipal level)**

- Mr. Saber made clear that different skills are needed for a diverse range of governance tasks (such as conflict management, environmental issues, service delivery, rule of law awareness, evaluation & monitoring, planning, HR development, financial management, language skills, private sector development etc.)
- Municipalities have an important role in service delivery, and an important questions is how IDLG will be able to effectively support them in their job
- Local councils as elected bodies will play a vital role in sub-national governance: the Provincial Councils already exist, and councils on district and village level will be further supported in their establishment
- Mr. Saber drew attention to the fact that these councils will have political, legal and administrative duties. They are based on elections and thus need public support but in turn have democratic legitimization
- To give an example for projects he mentioned the facilitation of networking: establishing communication networks between IDLG & Provincial Councils via internet, and also among different Provincial Councils themselves to enable them to exchange best practices and viewpoints

**Discussion:****HE DM Karimi (IDLG):**

HE DM Karimi reiterated that no institutions like IDLG existed when NSP was established. In the beginning it was part of the Ministry of the Interior and the attention of the government was focused on security matters in the first 5 years of the program.

IDLG was established for the following purposes:

- To establish good governance
- To bring the government closer to the people
- To enhance communication possibilities for authorities

HE DM Karimi once again raised the central question: How can village development councils be transformed into one comprehensive council for development and governance issues, so that the head of council would be the legitimate head of village –

Focusing on this question, IDLG is working on a comprehensive approach, along with the following concerns:

- how to empower local authorities to represent people
- what is a suitable mechanism for linking development, security and governance questions?

HE DM Karimi stated that, most importantly, a common approach for different government institutions and policy fields have to be ensured so that it is clear: “government services come as a package”

**Mr. Zwat Gul Khostai (Director PDF Support Office Paktiya)**

- Mr. Khostai asked, first of all, what role there is for the new capacity development policy of IDLG in the overall approach.
- He also demanded further explanation on the criteria for the selection of District Governors as they are seen as important focal points. He expressed concern over the fact that the district chiefs are removed if they fail but reappear in another place and emphasized that district governors should be selected with regard to their qualities.

**Reply, HE DM Karimi (IDLG):**

With the new policy a new program and new ideas are presented: the policy intends to avoid training overlaps and duplication, and sets out to ensure that training needs are met. There is still room for improvement as the different elements are still a little scattered, and in some districts trainings still overlap.

As for the selections of the district governors: so far, the selection has been done through PRR, but now the governors are selected on the basis of open competition. A major problem is, however, to find suitable candidates (for example with the required B.A.) who are willing to go into insecure districts, many governors are therefore only acting governors. This constitutes a big challenge.

**Prof. Haqiqi, Senior Adviser to the Ministry of Economy/ Inter-Ministerial Capacity Development Committee**

- Prof. Haqiqi stated that long-term programs are needed (not only short-term endeavours)
- He suggests an awareness campaign to learn more about facts and figures (how much money has been spent, where are the results? And he pointed out that the programs conducted have not been sustainable. In his view, one possible consequence would be the strengthening of long-term

institutes & academies.

**Mr. Hakimi (RRD Kunduz):**

Mr. Hakimi pointed out that the government should make sure that it has a unified policy, and that the line ministries do not establish even more councils.

- In his view, the councils should comprise the CDCs, and draw on their experiences, thus the new policy should be coordinated with them especially with regards to implementation challenges

**Reply: HE DM Barmak (MRRD):**

- HE DM Barmak replied that the MRRD is aware of the challenges and working on a strategy to see how councils can be linked to the constitution, and which standards have to be upheld. Another important issue is the question of where the money for new councils should come from.

- He referred to the challenges caused by 30 years of war, but a lot of efforts have been made and, given the difficult circumstances, much has been achieved. He pointed out that reforming the country and the governance structures is in the hand of Afghans and Afghan institutions

- He also pointed out that, as an important element of good governance, fighting corruption has to be extended at all levels (district, provincial, national)

**Mr. Aryan (RRD Khost):**

- Mr. Aryan raised the problem that, in some districts, the district governors do currently not work together with the District Development Assemblies (DDAs)

- He also mentioned that besides already existing formal councils IDLG creates new councils in some districts and was wondering what their role is.

**Reply: HE DM Karimi (IDLG):**

- Regarding the first concern, Mr. Karimi replied that official letters were sent out, requesting the governors to work with DDAs, and to DDA members likewise asking them to hand over leadership of projects to the district governors.

- Establishing new councils was necessary for security reasons in an effort to get existing authorities to work on security issues (example Wardak). Mixing security and development is always difficult, but He also stated that they complement one another.

**Question NN:**

Village Council: will they be appointed or elected

**Reply, Mr. Karimi (IDLG):**

Councils will be elected, not appointed. For the duration of a few years the CDCs will be included in the new councils.

**Mr. Ismati (MRRD, Executive Director NSP):**

- Mr. Ismati wanted to illustrate some of the points already raised by the example of Bamyan. There, he was involved in a discussion with CDCs who had established a hydro-power plant, and now wanted to know who they could sell the electricity to.

- He also learned that there is an ongoing discussion on the establishment of a national park

- All this proves, said Mr. Ismati, that the CDCs have proven to take on an active role in governance and development issues, instead of replacing them it should be ensured that they receive further training to make sure that their capacities are well used.

Break

## **2<sup>nd</sup> Presentation: Mr. Ajmal Shirzai (AIRD/MRRD)**

Mr. Shirzai set out by explaining the mission of MRRD.

- Since 1950, the concept of rural development has changed, and since the gap between the rich and the poor has grown, the focus should be on poor and vulnerable people. Thus, MRRD focuses on the improvement of rural well-being and on vulnerable groups with a comprehensive development approach.

- Mr. Shirzai mentioned the example of India, where just recently the two Ministries responsible for rural development and local governance have been merged.

An important element of democratic process is the delegation of authority to the subnational level. This is why the goal of MRRD is to promote CDCs and DDAs as gateways for all developmental interventions. This approach is reflected in the **National Solidarity Program (NSP)** which was established in 2003. Mr. Shirzai pointed towards impressive facts and figures to underline the results achieved within NSP.

In 2002, the **National Area-based Development Programme (NABDP)** was established to empower communities at the district level. Here, capacity development has proven to be of particular importance to enable the elected District Development Councils to come up with focused and realistic District Development Plans. The majority of the district development plans from 33 districts can be accessed through the NABDP website.

To better support these processes, MRRD established the Afghanistan Institute for Rural Development (AIRD) as a training institute and a policy think tank. An important element is to learn from experiences of other countries such as Nepal. Thus, as part of its mission AIRD established a wide range of partnerships and has training agreements with a number of universities and institutes around the world.

**Mr. Shirzai summarized the MRRD approach (based on the ANDS) as follows:**

- Engage all stakeholders in the capacity building process
- Assess capacity development gaps, identify priorities and needs
- Formulate a capacity development plan and strategies
- Implement capacity development activities
- Continuously evaluate activities, output and outcome

Current projects of the AIRD include:

- AIRD is working on the capacity building of social workers, trainings are currently conducted
- Within the framework of the Provincial Development Fund (PDF): Pilot programs will start in Paktiya and Takhar and the program will be expanded to four neighbouring provinces
- Conducting do no harm projects with CDA/ US based NGO

Mr. Shirzai concluded by saying that, capacity development is a cross-cutting issue, and therefore requires strong coordination and collaboration between different relevant actors is needed. NSP and NABDP are strong programs, but they require continuous support to make use of existing capacities.

### **Discussion:**

**Mr. Hakimi (RRD Kunduz):**

Mr. Hakimi inquired about the role of AIRD in the policy making process of MRRD.

**Reply Mr. Shirzai (AIRD/MRRD):**

- Mr. Shirzai replied that, as figures are important, AIRD has worked a lot on visualizing facts and figures that form the basis of a good policy
- Through AIRD poverty risks are assessed and within that context the National Risk and Vulnerability Assessment 2009 Report will be launched soon
- Mr. Shirzai pointed out that, after 2010, the AIRD should work independently and also evaluate MRRD programs
- He also called for patience as the program is at the very beginning and there is always room for improvement.

**Comment HE DM Barmak (MRRD):**

- HE DM Barmak reiterated that capacity development is a cross-cutting issue. To him, the broad range of participants at the workshop also demonstrated this fact.
- He made clear that opportunities for the cooperation with the IDLG should be found and taken up as MRRD and IDLG have joint interests
- However, an important challenge remains: the difficulty in effectively coordinating the different levels of engagement

**Prof. Haqiqi (Ministry of Economy):**

- Prof. Haqiqi requested the clarification of the terms formal vs. informal structures
- The second question followed directed at the MRRD representatives: Is capacity development a policy or a process?
- He also stated that capacity development, as one recommendation of the Paris Conference on ANDS, has not been sufficiently implemented, provinces have not been sufficiently involved,

Replies:

**HE DM Barmak, MRRD:**

Formal governance structures (such as DDA, CDCs, registered with government, based on legal grounds/institutional requirements) can be clearly distinguished from informal structures (other councils, for example education councils, women councils or agricultural cooperatives, that are not registered with the government).

**Reply Mr. Shirzai (AIRD/MRRD):**

Regarding the second question, Mr. Shirzai replied that the national capacity development policy clearly defines capacity building as a process, that is not to be compared with a singular event. The most important task is to ensure that inconsistencies are reduced, training needs are met, and the right training methods are used.

Lunch Break

### **3<sup>rd</sup> Presentation: Prof. Abdul Wassay Haqiqi, Ministry of Economy**

In his presentation, Prof. Haqiqi intended to present the challenges in the field of capacity development and draw attention to the tasks of the Interministerial committee on Capacity Development (ICCD) that was established in 2008.

Prof. Haqiqi drew attention to the fact that, despite that 2,4 Billion USD have been spent on capacity development in the last 7 years, the money has not been used well and the results are not visible and sustainable. In his view, Afghanistan faces several specific challenges, some of which are the lack of a comprehensive approach of all stakeholders but also the minimal monitoring and evaluation of capacity development activities resulting in the lack of devising corrective measures.

To make the money that is spent more effective, Prof. Haqiqi called for a Code of Conduct (CoC) for Capacity Development Programs. This CoC includes

- basing programs on actual needs
- developing a code of conduct for advisers (Afghans counterparts should be able to replace the international advisers after a given period of time)
- do not hesitate to ask for results
- give preference to highly qualified experts, and particularly to regional consultants who are familiar with the people and the country

To support the implementation of these standards, **the Inter-Ministerial Commission on Capacity Development (ICCD)** was established last year and makes an effort to assess how the capacity building measures could be coordinated country-wide. The ICCD will be supported by a technical group and a secretariat and is supposed to be a forum in which all stakeholders come together to find a common approach.

To support his call for a strengthened and unified capacity development approach, Prof. Haqiqi presented various **recommendations** and proposed actions. His proposed approach would be to first

- assess where technical advice is needed and can be absorbed (he referred to the priority sectors identified by UNAMA)
- the ICCD should then be supported by all stakeholders and enabled to be able to achieve its objectives
- the outcome would ideally be a comprehensive plan, developed by all relevant stakeholders in a common process.

#### **Discussion:**

#### **Mr. Ghaznavi (IDLG):**

-Mr. Ghaznavi suggested that the Ministries should take stock first and conduct a situation analysis before talking about ICCD. Could this endeavour be guided by the Ministry of Economy?

#### **Reply Mr. Haqiqi (Ministry of Economy):**

- The ICCD is a committee consisting of 14 ministries and it will be open to suggestions for improvement. However, Prof. Haqiqi pointed out that the Ministry of Economy alone does not have the capacity to lead the process.

## 4<sup>th</sup> Presentation: Mr. Wolfgang Herdt (GTZ)

### **Framework of German development engagement in Afghanistan: good governance:**

Mr. Herdt stated that good governance as a starting point, applies to and affects all levels of society (family – national)

- It is a comprehensive concept, comprising a number of essential factors (such as accountability, transparency, responsiveness, equity and inclusiveness, effectiveness and efficiency, rule of law, participation and consensus-orientation)
- if one element is missing, good governance cannot be guaranteed

Mr. Herdt pointed out that good governance constitutes a central concern of the German government and a key element of German development cooperation. The yearly German-Afghan Government negotiations provide the framework for the work of GTZ in Afghanistan

### **The Role of GTZ:**

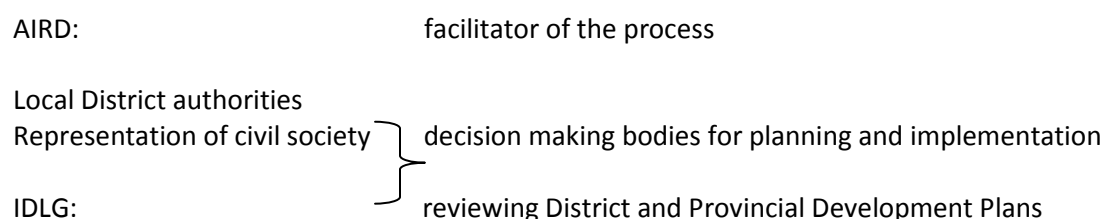
- GTZ, particularly the Development-oriented Emergency and Transitional Aid Program (DETA) is supposed to bridge the gap between emergency aid and long-term development aid
- GTZ offers a large portfolio of services (advice, training, reform process support) to village shuras, CDCs, District Governors and DDAs as well as Provincial Authorities and Line Departments. For that reason, GTZ cannot differentiate between ministries, as all are equal partners.

Mr. Herdt clearly stated that only the right combination of training, consultation and funds can guarantee the transfer of knowledge – and at the same time all approaches must be guided by the principle of good governance.

This is of particular importance as funds provide certain opportunities, but also require a realistic and transparent democratic framework.

To be able to respond to needs, organizations have to understand the situation on the ground and the specific problems attached to it: for example, District Development Plans may resemble rather a wish list, not a proper plan based on actual needs. Once the needs have been assessed and the gaps identified, a tailor-made plan, based on real demand, can be developed and implemented.

Mr. Herdt then presented the structure of the jointly developed Capacity Building Project which includes 4 pillars:



He pointed out that the next meeting at the end of the year should be used to further discuss findings.

**Break**

**Short presentation: Mr. Joshan Ghulam Ali (Independent Administrative Reforms and Civil Services****Commission - IARCSC):**

- Mr. Joshan explained that a capacity development working group at the provincial and regional level exists
- IARCSC has secretarial function at provincial and regional level
- Members of this working group are: IARCSC, donors, FP, NGOs

Mr. Joshan asked all donors to coordinate work related to capacity development with the respective working group at provincial and regional level.

**Short presentation: Martin Schuldes, German Embassy**

(Mr. Schuldes is responsible for development cooperation, humanitarian affairs as well as economic cooperation)

- Mr. Schuldes drew attention to the fact that capacity development rightfully receives a lot of attention
- In light of this, CTAP (civilian technical assistance program) has been established– the first phase includes the provision of 55 technical advisers for Ministries, the program is then supposed to be transformed into a national capacity development program.
- Mr. Schuldes pointed out that the sub-national level should not be forgotten, as most service delivery is undertaken at that level
- The German Embassy supports the GTZ initiative, which it sees as an important contribution to the strengthening of sub-national governance structures
- Mr. Schuldes also announced that the Germany Embassy is now part of the task force on sub-national governance

**Discussion:**

Question by **HE DM Barmak (MRRD)** directed towards the representative of the Governor's Office of Takhar: what are your expectations regarding the outcome of this workshop?

Reply: The workshop is seen as a positive step forward; the representative made clear that, at the provincial level, all activities related to capacity development should be coordinated with the Governor's Office. Also, the representative asked that there should be a clear result of the workshop. He stated that IDLG already helped to clarify the role of the top management in the Provinces.

He remarked that he hopes a workshop like this will take place in Takhar as well.

## **Final words:**

### **HE DM Mr. Barmak (MRRD):**

HE DM Barmak reminded the participants that the main challenge is to find a way to respond appropriately to the needs of a diverse range of people. Good governance, as has been stated throughout the workshop, plays a major role and should influence and guide all decisions.

He also pointed out that it will be the job of the participants to come up with results and thus make the workshop sustainable and meaningful.

Summing up the results of the day, he stated that the workshop provided an excellent forum to exchange views and raise awareness on the importance of capacity development. He suggested that foreign concepts in the field of capacity development should be adapted to the Afghan context and then tested. He concluded by saying that investing in capacity development, including events like this workshop, will eventually pay off.

Finally, HE DM Barmak thanked the participants and the organizers.

## **Closing remarks by facilitator:**

A movie DVD of the workshop will be distributed along with the presentations given and the minutes

## **Annex: List of Participants**

#	Surname	First Name	Position / Division	Organisation
1	Amiri	Ahmad Zia	Director Provincial Affairs	MRRD
2	Amiri	Mohammad Najib	National Programmes Coordinator	MRRD
3	Aryan	Mohammad Omar	Director, PRRD Khost	MRRD
4	Ayub	Eng. M. Tahir	Director, PRRD Takhar	MRRD
5	Barat	Habibullah		MoE
6	Barmak	Wais Ahmad	Deputy Minister Programmes	MRRD
7	Borsboom	Matthieu	Deputy Chief of Staff Stability	ISAF
8	Carbone	Tanja	DETA Badakhshan	GTZ
9	Daud	Abdul Raheem	Advisor to the Minister	MRRD
10	Fahim	Dr. Ahmad	Institutional Development Advisor, NABDP	MRRD
11	Farahi	Khyber	Bilateral Funding PM, NSP	MRRD
12	Faizi	Faiz Mohammad	Coordinator, CLDD	MRRD
13	Fozia	Sadat		MoF
14	Ghaznavi	M. Yousuf	Capacity Building Director	IDLG
15	Ghulam Ali	Joshan		IARCSC
16	Graves	Jamie	Programme Manager, NABDP	MRRD
17	Habibi	Fawzia		MoWA
18	Hagen	Endy	Civil Peace Programme	DED
19	Hakimi	Sayed Javid	ID Officer at AIRD	MRRD
20	Halim	Eng.	Deputy Director, PRRD Balkh	MRRD
21	Haqiqi	Abdul Wassay	Senior Advisor	MoE
22	Hashimi	Masoud	Camera Man	MRRD
23	Haya	Hadi	Assistant to the Director of AIRD	MRRD
24	Herd	Wolf	DETA	GTZ
25	Hilton	Thor		ISAF
26	Horne	Nick		UNAMA
27	Hotak	Yaqoub		MAIL
28	Hummel	Katja	DETA Kunduz	GTZ
29	Ishaqzai	Enayet	DETA	GTZ
30	Ismati	Mohammad Tariq	Executive Director, NSP	MRRD
31	Jalal	Mohsin	Governance Officer	UNAMA
32	Karimi	Barna	Deputy Director General	IDLG
33	Kashani	Sayed Safid Shah	Director, CLDD	MRRD
34	Khostai	Zwat Gul	Director PDFSO Khost	PDF SO
35	Kleinheisterkamp	Jan	Coordinator	DED

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36	Kumar	Rajeev		MAIL
37	Maqsoodi	Daud	Head Production Unit	MRRD
38	Merchant	Karim	Advisor to the Deputy Minister Programmes	MRRD
39	Nazar	Muhammad	DETA Satellite Office SE	GTZ
40	Nazir	Eng. Ahmad	Acting Director, PRRD Paktiya	MRRD
41	Nehan	Freshta	Policy Coordinator	IDLG
42	Oehrlein	Stefan	RI	GTZ
43	Ossowski	Thomas	Lead Governance	ISAF
44	Popal		Cultural Advisor	ISAF
45	Qarizada	Bashir		MRRD
46	Rab	Abdul	Director, PRRD Kunduz	MRRD
47	Ramin	Gholamrasol		MoF
48	Rasikh	Abdul Hai	Journalist	MRRD
49	Roy	Marguerite R.		UNAMA
50	Saber	Basir	Policy Director	IDLG
51	Schuldes	Martin	WZ Rep/ Rep AA	GermanEmbassy
52	Shafaq	M. Taaher	Director PDFSO Paktiya	PDF SO
53	Shirzai	Ajmal	Senior Strategic Advisor AIRD	MRRD
54	Sulamanzada	Amina	Assistant to the Deputy Minister Programmes	MRRD
55	Tella	Oliver	Liaison Sub-Nat. Governance	ISAF
56	von Massenbach	Nathalie	RI	GTZ
57	Youngs	Hermione	Senior Advisor, Deputy Minister Programmes	MRRD
58	Wahid	Rasul	Deputy Director Operations, NSP	MRRD
59	Wahidi	Anosha	Rep German Embassy	GermanEmbassy
60	Walker	Michael	Governance Officer	UNAMA
61	Zahirshaw	Zadran	CE Division, NABDP	MRRD
62	Zaki	Farid	Deputy Governor Takhar	IDLG
63	Zeckra	Mandy	DETA/RI	GTZ