



Country Partnership Strategy

An Assessment of the Impact of ADB Technical Assistance on Capacity Building in Afghanistan

May 2007

Vicky A. Sigman, ADB Staff Consultant

This document is part of a series of background assessments, diagnostics, and discussion papers commissioned by the Asian Development Bank (ADB) to underpin the development of its new Country Partnership Strategy (CPS) for Afghanistan.

The findings, opinions, and recommendations contained in this document may not reflect those of the Asian Development Bank, but are shared to generate stakeholder comment and overall input into the CPS process.

Such comment is welcomed by ADB, and can be sent to: gcurtis@adb.org

ABBREVIATIONS

ADB	Asian Development Bank
ADTA	advisory technical assistance
AFRM	Afghanistan Resident Mission
AG/NRM	Agriculture and Natural Resources Management Sector
ANDS	Afghanistan National Development Strategy
ARTF	Afghanistan Reconstruction Trust Fund
CSO	Central Statistics Office
CSP	Country Strategy and Program
CSPU	Country Strategy and Program Update
DMC	Developing Member Country
FPU	Fiscal Policy Unit
FR	Final Report
EIRRP	Emergency Infrastructure Rehabilitation and Reconstruction Project
I-ANDS	Interim Afghanistan National Development Strategy
IARCSC	Independent Administrative Reform and Civil Service Commission
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MEW	Ministry of Energy and Water
MIWRE	Ministry of Irrigation, Water Resources, and Environment
MMI	Ministry of Mines and Industry
MOE	Ministry of Education
MOF	Ministry of Finance
MOHE	Ministry of Higher Education
MOPH	Ministry of Public Health
MOPW	Ministry of Public Works
MRRD	Ministry of Rural Rehabilitation and Development
MTFF	Medium Term Fiscal Framework
OECD	Organization for Economic Co-Operation and Development
OJT	On-the-Job Training
PAR	Public Administration Reform
PPTA	Project Preparatory Technical Assistance
PRR	Priority Reform and Restructuring
RB-CPS	Results-Based Country Partnership Strategy
SOE	State-Owned Enterprises
TA	Technical Assistance
TDD	Training and Development Department
TOR	Terms of Reference
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme

CONTENTS

Executive Summary	iii
1. INTRODUCTION	1
A. Purpose and Terms of Reference (TOR) of the Consultancy	1
B. ADB TA in Afghanistan	1
II. CAPACITY DEVELOPMENT	2
A. Basic Concepts and Premises	2
B. Analysis of Context	2
C. Programs	5
III. REVIEW AND ASSESSMENT FRAMEWORK	6
A. Purpose	6
B. Objectives	6
C. Methodology	7
D. Assessment Matrix	7
E. Capacity Development TA Selection	8
IV. FINDINGS	9
A. TA 3874-AFG Capacity Building for Reconstruction and Development (Cluster TA)	9
B. Individual TAs	17
C. Conclusions	25
V. LESSONS LEARNED	25
VI. RECOMMENDATIONS	26
A.	27
B.	27
 APPENDIXES	
1. Consultant Terms of Reference	29
2. Persons Consulted	30
3. Governance Indicators	31
4. Documents Reviewed	32
5. TA 3874-AFG Component Overviews and Assessment Matrices	38
6. TA 3874-AFG Component Assessment Scores	56
7. Individual TA Overviews and Assessment Matrices	57
8. Individual TA Assessment Scores	71

Executive Summary

This report details findings and recommendations of the consultant tasked with reviewing and assessing Asian Development Bank (ADB) Technical Assistance (TA) projects in Afghanistan that include element of “capacity building” or “capacity development. The report focuses on what has been, and is being, achieved through these TAs and by whom. It reviews all 17 individual components of the Cluster TA 3874-AFG-AFG, Capacity Building for Reconstruction and Development, approved in 2002. This was ADB’s first TA response to the overwhelming needs encountered as ADB began its re-engagement in Afghanistan. The report reviews an additional 13 individual TAs that followed after TA 3874-AFG-AFG which also addresses capacity development. While the majority of the Cluster TA components have been completed, a majority of the individual TAs are currently ongoing. In this summary, the 30 TAs reviewed (17 components and 13 individual) are collectively referred to as TAs.

It is now widely-accepted that capacity development in Afghanistan in 2002 began at an exceptionally low-level. For purposes of this report, *capacity* is defined as the ability of people, organizations, and society as a whole to manage their affairs successfully. *Capacity development* is defined as the process whereby people, organizations, and societies as a whole unleash, strengthen, create, adapt, and maintain capacity over time. This report is based on the premise that ideally and ultimately the managing of affairs, as noted in the definition of capacity, should be done by the people, organizations, and society—whose capacity is being developed—rather than by those tasked with developing capacity.

Capacity substitution occurs when those tasked with developing capacity are more involved with actual management than with capacity development that is, enabling others to manage. Capacity substitution is frequently required as a first-phase input to capacity development in fragile state situations where political volatility and insecurity is the norm, endogenous capacity is weak, pressure for expeditious performance is high, and expectations for concrete rapid results from acting government and its people are fervent. This was the case in Afghanistan in 2002, and continues into the present in many critical ways.

A. Review and Assessment Framework

TA documents are the source of data for the review and assessment. An extensive search of project files in AFRM and in Manila was undertaken and a considerable number of documents consolidated upon which to base the review and assessment. While some interviews were carried-out, project documentation represents by far the definitive data base.

An assessment matrix was developed to assess TAs. What was achieved, based on review of project documentation, is organized into 15 categories of achievements. No one project has achieved all possible achievements. Who accomplished (i.e., the achiever) the achievements is identified and measured on a three-point scale where:

- 1 = Consultant(s)
- 2 = Consultants(s) and client(s) together, client(s) being those whose capacity is to be developed.
- 3 = Client(s), trained/prepared by or via consultants(s).

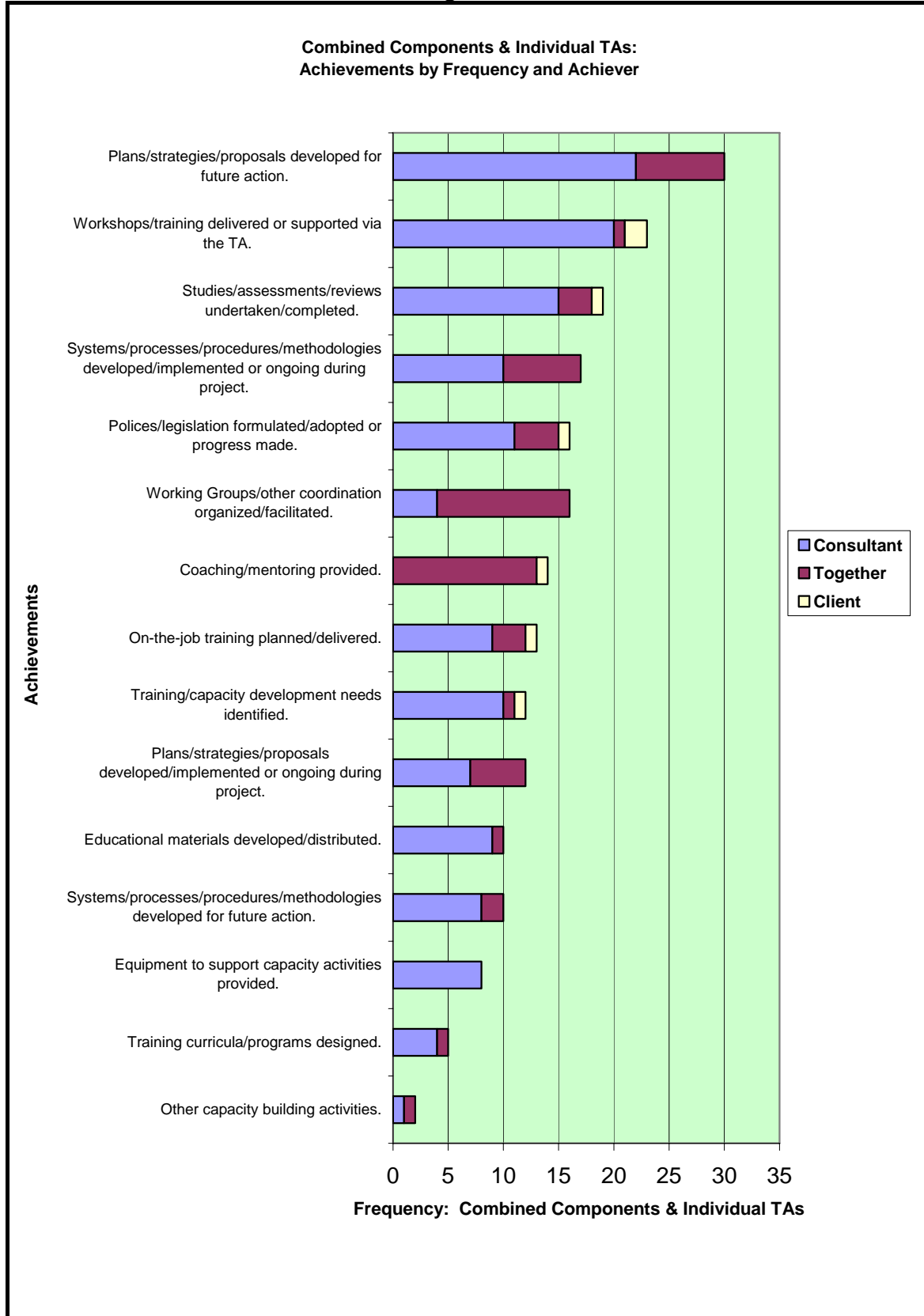
B. Findings

This Executive Summary merges findings from analysis of Cluster TA 3874-AFG and from the 13 Individual TAs reviewed. Findings are discussed below.

1. Achievements

The collective achievements of all TAs, as measured by the Assessment Matrix, are shown in Figure 1 on the following page. Example achievements are discussed below.

Figure 1



All 30 TAs *developed plans/strategies/proposals for future action* and over three-quarters *delivered or supported workshops and/or training*. For the former, achievements ranged from contributing to *Securing Afghanistan's Future*, a ten-year strategic development plan for the country to contributing to the *Agriculture Master Plan*, the document guiding development and growth of the agriculture sector. For the latter, 70 Ministry of Rural Reconstruction and Development (MRRD) staff was trained in organizational development and 10 MRRD staff, along with 10 MAAH (Ministry of Agriculture and Animal Health) staff, was trained in a 5 month senior management course in Bangladesh. In the Ministry of Finance (MOF), arrangements were made for 43 staff to study financial management for 1 year in different colleges in Malaysia.

Over three-fifths of TAs *undertook and completed TA-related studies and/or assessments* and almost three-fifths *developed and implemented systems/processes/procedures/methodologies* during the project, many of which are ongoing. For example, a detailed study of the gas subsector resulted in a proposal to increase gas availability and contributed to development of the gas sector component of ADB's larger Emergency Infrastructure Rehabilitation and Reconstruction Project. To address land policy and administration issues, a participatory land-issues methodology was developed and tested. The methodology was designed (i) to engage villagers in defining, delineating, and validating legitimate boundaries and user-rights of pasture parcels and (ii) to explore government role in supporting the process.

About one-half of TAs *formulated or made progress in policies and legislation development; organized and/or facilitated working groups or other coordination mechanisms; and/or provided coaching and mentoring*. Significant work was undertaken with respect to policies and legislation. A salient example considers Afghanistan's transit-related problems. To act on these problems, widely understood to constrain public and private-sector agricultural development, a new transit agreement with Pakistan was drafted. The draft was discussed with stakeholder ministries and documentation was prepared in 2007 for submission to the Afghanistan-Pakistan Joint Economic Commission. Various TAs entailed the establishment of working groups. For example, in the Ministry of Irrigation, Water Resources, and Environment (MIWRE), consultants and staff working together set-up a Policy and a Reorganization and Reform Working Group to address water policy and institutional reform issues respectively. Coaching and mentoring of Fiscal Policy Unit staff at MOF was instrumental in the collective development of the Medium Term Fiscal Framework. The Framework, approved by the Cabinet in October 2005, links priorities embedded in Afghanistan's Interim National Development Strategy with the national budget, making a key contribution to fiscal management.

Around two-fifths of TAs *planned and delivered on-the-job training (OJT); identified training/capacity development needs; and/or developed and implemented plans/strategies/proposals during the TA*, many of which are ongoing. In the Ministry of Education for example, OJT strengthened staff skills in procurement processes and procedures. In preparation for introduction of a participatory M&E system in MRRD, gaps in the capacity required to implement such a system in MRRD were identified and initial strategies to address gaps discussed. MOF consultants, in close collaboration with the MOF Training and Development Department (TDD), developed the TDD Strategic Plan which was adopted and applied during the TA.

One-third of all TAs *developed/distributed educational materials and/or developed systems/processes/procedures/methodologies for future action*. MRRD staff, with consulting support, contributed significantly to the development of a basic M&E Manual to be used for MRRD training and references purpose. In the Ministry of Health, a review of the financial management system resulted in recommendations for the future including changing system

structure and accounting procedures; installing a computerized system for budget creation, control, and payroll, and establishing an internal auditing section.

About one-quarter of TAs *provided equipment to support capacity activities and less than one-fifth designed training curricula and programs*. For the former, some equipment was provided to establish a training room at a Ministry of Energy and Water facility. For the latter, MOF consultants designed a one-month foundation training for 220 provincial level MOF staff to improve their work performance.

In categorizing achievements, one other achievement is considered noteworthy. This is the reporting of male/female involvement in projects. This is an important initial step in gender sensitive capacity development. Documentation reports the involvement of both males and females in a 10 day regional study tour to examine effective vocational education training institutions and refers to the contributions of a young Afghan woman who effectively managed the treasury reform process.

For all achievements, two-thirds were accomplished largely by the consultant alone. The remaining one-third of achievements was accomplished by the consultant and client together or by the client alone, having been prepared by the consultant.

2. TA Assessments

Assessment Matrices and Assessment Scores for each TA are provided in appendices to this report. For all TAs, the mean, median, and mode of achievements are 7, 7, and 4 respectively. The mean for client involvement is 1.33. The former result should be interpreted with extreme caution as TAs was not designed to accomplish all achievements categorized in the Assessment Matrix. The achievement result provides a broad picture showing that a typical component achieves around one-half of categorized accomplishments. The latter result regarding client involvement indicates the large majority of achievements are accomplished primarily by consultants alone. Figure 2 on the following page graphs assessment results.

Figure 2 suggests TAs can be placed in four fairly distinct groups. These are TAs having:

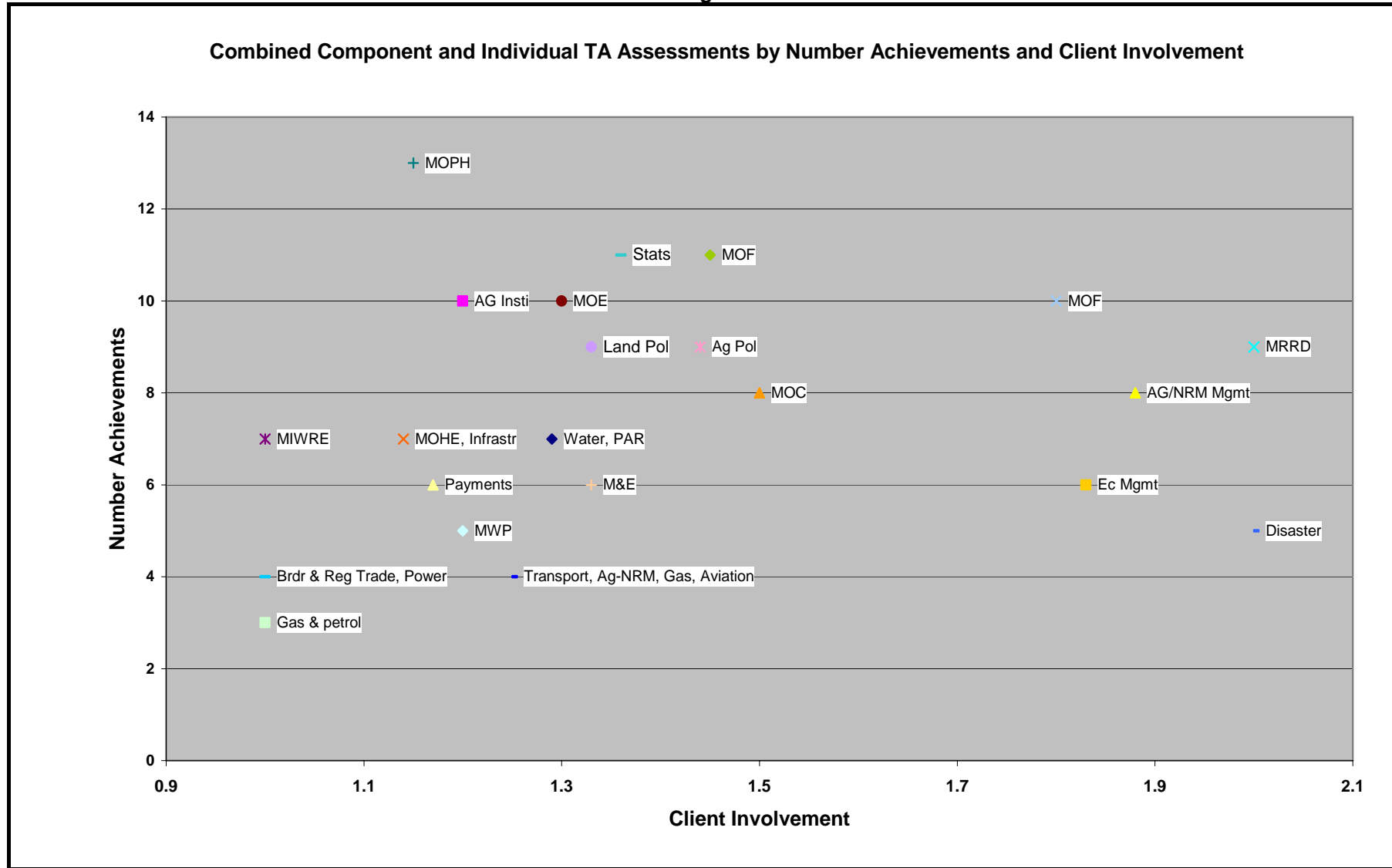
- (i) Medium-High Achievement and High Client Involvement
- (ii) High Achievement and Medium Client Involvement
- (iii) Medium Achievement and Low-Medium Client Involvement
- (iv) Low Achievement and Low Client Involvement

Data are insufficient to determine the causes of these differences. A discussion of possible explanations for category (i) and (iv) differences follows.

a. Medium-High Achievement and High Client Involvement

The M&E TA, MRRD (TA 3874-AFG 1b3), engaged long-term national staff via the project to bolster central, regional, and provincial coordination. Documentation suggests due attention was given to collaborating with and training staff to "do for themselves". MOF Capacity Building (TA 38874 4b) enjoyed the greatest consulting input, around 70 person months. Component documentation articulates the consultants' explicit concern with developing staff capacity. This is also the case with the remaining three MOF TAs. For these TAs, project documentation indicates consultants considered capacity development a core part of their work and a collaborative, participatory approach to TA implementation was adopted.

Figure 2.



The three remaining TAs in the category of Medium-High Achievement and High Client Involvement are: Agriculture and Natural Resources Management (TA 3874-AFG 1b2 Support for Agriculture and Natural Resources Management and Planning), Economic Management (TA 4637 Capacity Building for Economic Management), and Disaster (TA 3875 Disaster Preparedness and Management Capacity Building).

These TAs lend support to the premises that capacity development is a long rather than short-term activity and that deliberate and concerted effort is required to achieve sustainable capacity development.

b. Low Achievement and Low Client Involvement

Nine of ten transport and energy sector TAs reviewed fall within this category. Of the nine, four do not have the word “capacity” in their title, nor does their purpose explicitly target capacity development. These four are components of the Cluster TA 3874-AFG and were included in the review for that reason. For the other five energy and transport sector TAs, some have reportedly experienced significant problems in implementation due to variety of factors and some will likely be closed prior to their expected completion dates. Others appear to have fulfilled their TORs. They did so largely without also building capacity in their respective institutions. Their emphasis was largely technical. Building capacity in these areas tends to be a long-term activity while the time-frame of these TAs was limited. It may also be that technical specialist skill sets are significantly different from those required to develop capacity.

C. Conclusions

Based on available documentation, ADB TAs have contributed significantly to fulfilling Afghanistan’s development agenda through achievements in areas essential to moving the agenda forward. The range of actions undertaken and achieved, or in process, is wide and addresses I-ANDS Pillar 3, Economic and Social Development as well as the Governance component of Pillar 2.

ADB capacity building TA initiatives do not function in a vacuum but are influenced by the context in which they operate, as they expectedly influence that context. Thus, conditions prevailing at the time initiatives were introduced in 2002, many of which remain, influenced these initiatives. What TA initiatives have accomplished, and continue to accomplish, are elements of what is widely-accepted as good development work. Among others, good development work calls for situation analysis, planning and strategizing, creating an enabling policy/legislative environment, coordinating with donors and other stakeholders, training for implementation, and developing tools (systems/processes/procedures/methodologies) to support implementation. These elements correspond to the collective achievements of the majority of TAs detailed in this review.

While collective achievements are considerable and noteworthy, the TAs was less adept at capacity development which was their purported purpose. Nonetheless, based on the Assessment Matrix applied in this review, there has been some improvement in TA capacity building over time. For the earlier Cluster TA 3874-AFG, 30% of TA achievements were accomplished by the consultant and client together or by the client alone, having been prepared by the consultant. The remaining 70% of achievements were accomplished largely by the consultant alone. For the Individual TAs, which typically began later than Cluster TAs, achievements accomplished by the consultant and client together or by the client alone has risen to 38%. The percent of achievements accomplished largely by the consultant alone has thus decreased to 62%. **In the face of government and donor frustration with overall capacity development efforts in Afghanistan, this is a**

positive indication that improvement is possible and there is room for optimism in this regard.

D. Lessons Learned

The literature on capacity development – both internationally as well as with specific reference to Afghanistan – is steadily increasing and lessons learned continue to be articulated. Some lessons learned through design and implementation of TAs in Afghanistan are similar to those identified by the global community while others are more specific to Afghanistan. Such lessons are listed below.

- (i) AFRM capacity development experience in Afghanistan confirms earlier ADB findings that building capacity in DMCs is more complex, more difficult, and more time-consuming than had first been envisaged.¹
- (ii) The expectations set for the majority of capacity development TAs are overly-ambitious and unrealistic given Afghanistan's political and capacity development context.
- (iii) The purpose and objectives of capacity development TAs reviewed, while broadly referring to capacity development, seldom adequately identify the desired capacity development outcomes.
- (iv) The demand for capacity development in the provinces and districts is growing and has yet to be addressed.
- (v) In many instances, Government was unable or unwilling to assign counterparts, decreasing the relevance and usefulness of the advisor/counterpart model of capacity development applied in many TAs.
- (vi) There are singularly few domestic private-sector businesses, NGOs, or educational institutions qualified to provide training and capacity development services in ADB's priority sectors of engagement in Afghanistan.
- (vii) The assumption that "technical" consultants such as engineers and economists also are equally skilled at facilitating the teaching/learning process, that is capacity development, is highly questionable. While complementary, the skill sets required for each specialty area are not the same.
- (viii) It appears that the closer a given ministry is to completing the Priority Reform and Restructuring process the more likely it is to effectively exploit and benefit from capacity development initiatives. Further effort needs to be invested in ministries that have yet to adopt and integrate public administration reforms.
- (ix) It is worth emphasizing that there continues to be an awesome need for capacity development in the enabling environment, in organizations, and with individuals in Afghanistan. The lesson is that more effective, efficient, and sustainable ways need to be adopted, designed, or discovered to meet this tremendous need.

E. Recommendations

This has proven to be an opportune time for ADB to review its capacity development TAs. Post-conflict stabilization and reconstruction in Afghanistan began under extreme

¹ ADB. 2001. *Technical Assistance Performance Audit on Selected Technical Assistance for Strengthening Evaluation in Development Member Countries*. Manila.

conditions. With this as a beginning, almost all donors have since contributed to capacity development in Afghanistan in one way or another. Some of the weaknesses of first phase capacity development efforts in Afghanistan can be attributed to the volatile political context, the immensity of the stabilization and reconstruction challenge, and the urgency of the tasks. At this point, capacity development needs to advance to a second phase where it is informed by experience and guided by the government-supported frameworks and strategies put in place to coordinate donor efforts and build a state and society that provides security and livelihood to all Afghans.

The Joint Coordination and Monitoring Board (JCMB), established to coordinate the efforts of Afghanistan's many international partners and to monitor progress toward the Afghanistan Compact of 2006, recently requested IARCSC to review aspects of the civil service. This resulted in an April 2007 draft of a new Capacity Development Plan for the Civil Service in Afghanistan, designed to build line ministry capacity in common government functions. President Hamid Karzai, opening the April 2007 Afghanistan Development Forum, highlighted both progress and priority concerns related to capacity development and emphasized the importance of sustained international engagement in this as well as other areas. Following-up, the Senior Economic Advisor to the President emphasized the need to rethink technical assistance so as to build more appropriate and sustainable capacities to support public and private sector development in Afghanistan. Background documents for the May 2007 Fifth JCMB Meeting included a newly-crafted National Capacity Building Policy. Clearly, capacity development is high on the Government's agenda.

The following recommendations are derived from this review and offered within the context of the above.

1. Strategic

- (i) Harmonize TA activity with Government priorities as articulated in the ANDS and the Government Public Administration Reform Program, adopting a measured approach to build, sustain, and retain capacity over the long-term.
- (ii) With sector stakeholders, build on AFRM experience and articulate a second-generation set of capacity development TAs. Develop an ADB Capacity Development Strategy in Afghanistan that (a) identifies the priority reforms, themes, skill sets, and/or ministries in which there is high need, high stakeholder interest in ownership and participation, and in which ADB has comparative advantage to develop capacity and (b) identifies mechanisms and time-frame for implementing the Strategy.
- (iii) Fund fewer longer-term TAs focused on developing, maintaining, and sustaining capacity in fewer specific priority areas across ministries and/or bundle TAs such that sufficient time and resources are allocated to develop a critical mass of capacity in a given theme or ministry.

2. Tactical

- (i) Within ADB sector priorities, design an assessment model and prepare a cadre of ministry staff to collaboratively conduct comprehensive ministry-wide capacity assessments. While not all needs identified through such assessments will be met by ADB-supported technical assistance activities. TAs can nevertheless be planned and implemented within the overall assessment framework.

- (ii) Collaboratively design and pilot-test a provincial-level capacity assessment and develop strategies for extending capacity development TA to the provinces.
- (iii) Develop improved mechanisms for monitoring and formatively evaluating capacity development aspects of TAs and for providing feedback to improve performance as may be needed. Devolve full administrative responsibility to AFRM, identifying an AFRM focal point, or appointing a dedicated staff person, responsible for same.
- (iv) Ensure TA objectives and corresponding consultant TORS focus on and clearly articulate capacity development outcomes and indicators of progress toward achieving outcomes.
- (v) Within a given sector, commission an assessment to articulate constraints to capacity development and to examine alternative approaches to capacity development to remove priority constraints. Select two most likely-to-succeed approaches for pilot testing.
- (vi) Incorporate adult learning principles and methodologies in capacity development TA design and implementation. Twin adult learning specialists with technical specialists to bolster technical specialists' performance in capacity development.
- (vii) Establish a transitory Capacity Development Center of Excellence to build domestic capacity to respond to training and capacity development needs of the country. Via the Center, design, deliver, monitor, and evaluate a series of trainings to prepare interested ministry, private-sector, NGO, and educational institutions to better meet Afghanistan's capacity development challenges.
- (xiii) Convene a one-day workshop for representatives from all current capacity development TAs to reiterate the pre-eminence of capacity development and discuss ways to achieve same.
- (ix) Develop and distribute a capacity development learning package—containing related ADB policy documents, case studies, and government capacity development strategy documents—to those involved in current and future ADB-supported capacity development TAs.
- (x) Continue to meet the need for short-term gap-filling TA that targets specific outputs/outcomes within given time-frames. To keep expectations realistic, exclude reference to capacity development in the name of such TAs.

I. INTRODUCTION

A. Purpose and Terms of Reference (TOR) of the Consultancy

The Asian Development Bank's (ADB) Afghanistan Resident Mission (AFRM), in collaboration with the Afghanistan Country Team, is preparing Afghanistan's first Results-Based Country Partnership Strategy (RB-CPS). The new RB-CPS will be based on a series of diagnostic and other assessments that consider the overall context for ADB's assistance to Afghanistan. As part of the RB-CPS process, this assessment report concentrates on ADB's capacity development technical assistance in Afghanistan.

The report details findings and recommendations of the consultant tasked with reviewing and assessing Technical Assistance (TA) projects in Afghanistan which consider "capacity": capacity building, capacity development, capacity strengthening, and/or capacity improvement. The consultancy was carried-out over the period April-May 2007. Appendix 1 provides Consultant TOR. Appendix 2 lists persons consulted.

B. ADB TA in Afghanistan

Since the first TA was signed in 2002 to the most recent TA signed in 2007, a total of 40 TAs for Afghanistan have been approved, with corresponding agreements signed. As of April 2007, these 40 TAs have either been or are currently being implemented in Afghanistan. ADB has three categories of TAs: (i) project preparatory technical assistance (PPTA) to prepare a project, a program loan, or a sector loan for financing; (ii) advisory technical assistance (ADTA) to finance institution building; plan formulation; and/or implementation, operation, and management of ADB-finance projects; and sector/policy/issues-oriented studies; and (iii) regional technical assistance (RETA) to provide assistance in the first two categories on a regional or sub-regional level. Of Afghanistan's 40 TAs, there are 11 PPTAs, 28 ADTAs, and 1 combined AD/PPTA.

Of Afghanistan's 28 ADTAs, 20 include the word "Capacity" in their title. The focus of this report is on this capacity development TAs which total, according to AFRM April 2007 data, grants in the amount of \$35,665,000.

The first capacity development TA was approved in 2002. This is TA 3874-AFG Capacity Building for Reconstruction and Development, formulated as a cluster TA. ADTA may be utilized in the form of a TA cluster which consists of a group of TA subprojects designed to address related constraints in a sector/subsector in a developing member country (DMC). A TA cluster addresses these constraints through a comprehensive and holistic approach with a longer-term perspective and partnership between ADB and the DMC concerned, while keeping a level of flexibility in the design of subprojects. Originally a \$14.5 million grant, with funding since increased through donor co-financing, Cluster TA 3874-AFG is composed of 4 sub clusters. In December 2002, a total of 21 separate components TAs were subsumed within the subclusters. Components have since been consolidated and decreased to 17.²

Based on the above, this report has as its total population 36 TAs from which to select TAs for inclusion in this review and assessment (i.e., 19 individual TAs plus 17 TA components subsumed under the Cluster TA). Selection of TAs for review and assessment is further discussed in the Methodology section of this report.

² TA 3874-AFG has undergone numerous changes and discrepancies exist in the current number of TAs, varying from a reported 17 to 19. For purposes of this report and as discussed later in this report, the current number of component TAs is taken as 17.

II. CAPACITY DEVELOPMENT

A. Basic Concepts and Premises

Capacity is widely-understood as the ability of people, organizations, and society as a whole to manage their affairs successfully.³ *Capacity development* may be defined as the process whereby people, organizations, and societies as a whole unleash, strengthen, create, adapt, and maintain capacity over time.² In this report, the terms capacity development, building, strengthening, and/or improvement are used synonymously.

In the above understanding of capacity, the concept “manage” is used broadly to encompass the carrying-out of activities/responsibilities necessary to conduct affairs successfully. Within this context, the question of who should manage affairs arises. Less well-articulated is the premise that ideally and ultimately the managing of affairs should be done by the people, organizations, and society—whose capacity is being developed—rather than by those tasked with developing capacity. This report is based on this premise. Capacity substitution occurs when those tasked with developing capacity are more involved with actual management than with capacity development that is, enabling others to manage. Capacity substitution is frequently required as a first-phase input to capacity development in situations where endogenous capacity is weak, pressure for expeditious performance is high, and expectations for concrete rapid results from acting government and its people are fervent.

The Organization for Economic Co-Operation and Development’s Development Assistance Committee (OECD-DAC), in its document, *The Challenge of Capacity Development: Working towards Good Practice*, expands on the discussion of capacity development.

Capacity development involves much more than enhancing the knowledge and skills of individuals. It depends crucially on the quality of the *organizations* in which they work. In turn, the operations of particular organizations are influenced by the *enabling environment* – the structures of power and influence and in the institutions – in which they are embedded. Capacity is not only about skills and procedures; it is also about incentives and governance.²

B. Analysis of Context

1. Political Context

The political context in which ADB began capacity development TAs in Afghanistan in 2002 was extremely challenging and in significant ways, continues to be so. The Interim Afghanistan National Development Strategy (I-ANDS) analysis of the initial situation is noteworthy.

By 1 Jaddi 1380 (22 December 2001), when the Interim Authority of Afghanistan was inaugurated, the state’s legitimacy had been damaged by millionaire coups, attempts to use a weak state to transform society by force, the capture of parts of the state by armed commanders, and the hostage taking of Afghanistan by international terrorists. Persecution, killings, arrests and exodus had lowered the already small number of skilled administrators and technocrats and undermined the state’s capacity. Wars and civil disorders killed over a million Afghans, most of them civilians; made over a million Afghans disabled or orphaned; forced about a third

³ OECD-DAC. 2006. *The Challenge of Capacity Development: Working Towards Good Practice*. Paris, p.7.

of the population into exile as refugees; devastated the villages where most of the population lived; and caused a two-decade long brain-drain, driving much of the country's educated class into exile.⁴

World Bank governance indicators for 2002 show Afghanistan is in the 4th percentile rank when averaging results of governance along six unweighted dimensions (Appendix 3)⁵. This means that in 2002, of the average of 195 countries or territories measured, 96% of these countries ranked higher than Afghanistan along the dimensions of:

- (i) voice and accountability (measuring political, civil and human rights);
- (ii) Political instability and violence (measuring the likelihood of violent threats to, or changes in government, including terrorism);
- (iii) Government effectiveness (measuring the competence of the bureaucracy and the quality of public service delivery);
- (iv) Regulatory burden (measuring the incidence of market-unfriendly policies);
- (v) rule of law (measuring the quality of contract enforcement, the police, and the courts, as well as the likelihood of crime and violence; and
- (vi) Corruption (measuring the exercise of public power for private gain).

Examples of countries with simillionar ranks in 2002, along one or more of the dimensions listed above, include Burundi, Liberia, Sierra Leone, Zimbabwe, and Myanmar.

In sum, the situation in 2002 was markedly complicated and problematic. Various donors, including ADB, began their operations in this environment.

2. Capacity Development Context

Capacity development has been part of the development agenda for many years. However, it is now very widely-agreed that capacity development is a key critical ingredient required for economic and social development to occur and become sustainable. Thus, its importance in the development agenda has grown. It is also very widely-agreed that capacity development in Afghanistan began at a very low base. The massive exodus of many of the educated elite, coupled with an educational system left to disintegrate over the previous 25 years, put Afghanistan capacity in 2002 in dire straits.

It is only in 2005 that the Paris Declaration on Aid Effectiveness, adopted that year, recommended that capacity development be made an explicit development objective in country development strategies.⁶ The state of capacity in the Afghan public sector in late 2005 is highlighted in a conference presentation on Capacity Development during Political Transitions.⁷ The study concludes that public sector and civil service capacity in Afghanistan is exceptionally weak. The study identifies some of the major constraints to capacity development in Afghanistan. At the systemic and organization level, these include:

- a fragmented government structure with overlapping functions across government ministries;
- outdated work processes, procedures, and systems;
- patronage and nepotism in appointments;
- unbalanced gender relations with few female senior civil servants;

⁴ ANDS. No Date. *Afghanistan National Development Strategy: Executive Summary*. Islamic Republic of Afghanistan. Kabul, p.3.

⁵ Kaufmann, Daniel; Kraay, Aart; and Mastruzzi, Massimo. 2005. *Governance Matters IV: Governance Indicators for 1996-2004*. Washington, DC: World Bank.

⁶ OECD-DAC. 2005. *Paris Declaration on Aid Effectiveness: Ownership, Harmonisation, Alignment, Results and Mutual Accountability*. Paris.

⁷ Massing, Stephan and Bari, Abdul. 2005. *Capacity Development during Political Transitions – The Case of Afghanistan*. Presented at Bratislava Seminar, 21-23 November 2005. UNDP: Kabul.

- absence of human resource management and performance management mechanisms;
- absence of internal and external consultation mechanisms; and
- Poor facilities and equipment.

The study characterizes capacity problems at the individual level as huge and wide-ranging and indicates this is among the most serious problems facing the Afghan civil service. Problems are partially a legacy of the past whereby poorly qualified persons were appointed, the civil service culture lacked professionalism, and modern management principles were ignored. This is exacerbated by the fact that for several decades, the very large majority of civil servants have had little or no training. At the provincial and district levels, in particular, training has been virtually non-existent.

Underscoring all this is very low salaries for civil servants. Those who can migrate and are recruited to higher-paid posts—often more professionally rewarding—in the donor, NGO, and UN community.

An end-2005 review of ADB Afghanistan's Country Portfolio identified a number of operational challenges which continue to constrain effective implementation of ADB support.⁸ Among others, the Country Portfolio Review Mission noted that implementation capacity in the line ministries remains weak, despite significant capacity development efforts. The Mission called for further and targeted capacity development and the development of sustainable program and project management systems.

A 2005 UNDP report on public sector capacity development in Afghanistan concludes that despite some notable progress and successes in a demanding post-war environment, much of what has been attempted in capacity development from the international community since late 2001 has, with hindsight, created (or failed to avoid) as many problems as it has solved.⁹ Cabinet and the Ministry of Finance have questioned why only 16% of the pledged donor funds in the Development Budget were reportedly actually disbursed. Government also questioned why there have been so few measurable results, outcomes, or impacts from a reported \$1 billion of donor funded technical assistance and training (as of November 2005) and why there has been so little significant transfer of skills, especially in light of the high numbers and costs of expatriate advisers and consultants working in Afghanistan. As well, questions arise as to why there have been so many studies, analyses, and strategy prescriptions that duplicate one another or fail to lead to meaningful implementation and results. Finally, political leaders in the provinces are wondering why their provinces and districts have seen so little investment and subsequent benefit with respect to sustainable capacity development.

The IARCSC, established by presidential decree in May 2002, is the lead body within the government mandated to coordinate the public administration reform process (PAR). The PAR Framework is in-line with the Interim Afghanistan National Development Strategy (I-ANDS) and has three major elements: (i) establishing a well-performing, merit-based civil service; (ii) strengthening the structure of Government: line ministries and sub-national administration; and (iii) building institutions of public accountability. The Priority Reform and Restructuring (PRR) process, a process within the PAR framework, affirms the country's commitment to designing and implementing overall reform of public administration, including programs to restructure Ministries and government agencies in the center and provinces, and to reform the Civil Service pay and grading system.¹⁰ While some progress has been

⁸ ADB. *A Fact Sheet: Afghanistan and ADB*. Available: http://www.adb.org/Documents/Fact_Sheets/AFG

⁹ Reed, Peter. 2006. *Public Sector Capacity Development for Afghanistan: Facilitating a Multi-Stakeholder Dialogue on Options and the Way Forward. Final Report – December 2005 (Revised March 2006)*. UNDP: Kabul.

¹⁰ *Priority Reform and Restructuring Decree*. Decree of the President of the Transitional Islamic State of Afghanistan. Hamid Karzai. President of the Transitional Islamic State of Afghanistan.

made under PAR and PRR, progress hastens slowly and a second generation reform program is emerging.¹¹

Paraphrasing a recent draft discussion paper on technical assistance and capacity building in Afghanistan, it appears capacity building works better in good institutional environments—some say where reform agendas have already been achieved—where TA personnel are less needed, whereas capacity building works poorly in dysfunctional institutional environments where the needs are greatest. It is within this paradoxical, politically-volatile, and capacity-limited context – that in important ways continues into the present – that ADB began and continues its support for capacity development initiatives in Afghanistan.

C. Programs

While definitive data are unavailable, there are indications that a total of \$1.6 billion has been spent on technical assistance and capacity building projects in Afghanistan over the period 2002 - 2006.¹² A majority of multilaterals, bilaterals, NGOs, and UN agencies operating in Afghanistan have been involved in capacity development in Afghanistan in one way or another. A few highlights of ADB, United Nations Development Programme (UNDP), and World Bank capacity building programs over the period are outlined below.

1. ADB

Although AFRM began capacity development in Afghanistan in 2002, ADB adopted capacity development as a corporate thematic priority only in 2004. An ADB Working Group was established in mid-2004 to (i) develop a classification system for capacity development and (ii) recommend a medium-term framework and budgeted action plan for improving ADB capacity development interventions. The latter framework and plan, reviewed in December 2005, was published in January 2007. The resulting document, *Integrating Capacity Development into Country Programs and Operations: Medium-Term Framework and Action Plan*, provides Missions with guidance on enhancing the effectiveness, efficiency, and sustainability of ADB-supported capacity development interventions.¹³ ADB's capacity building efforts in Afghanistan thus began without the benefit of this framework and plan.

As noted above, ADB has been involved with capacity development efforts since it resumed operations in Afghanistan in 2002. This is evidenced in each of ADB's four Afghanistan Country Strategy and Program (CSP) and CSP Updates (CSPU).¹⁴ In support of Afghanistan's 2002 National Development Framework, ADB's initial CSP stressed broad-based, pro-poor growth. The CSP focused on capacity building, physical infrastructure rehabilitation, revitalizing agriculture and rural development, private sector development, social development, and gender empowerment. As per Government's request, ADB began to focus loan and technical assistance on three sectors: natural resource management, energy, and transport. Within this framework, capacity development projects continued to be of importance. The 2004-2006 CSPU introduced ADB's three-pronged approach to supporting reconstruction: building capacity, establishing an appropriate policy and institutional framework, and rehabilitating essential infrastructure. In 2004, in-line with Government's continued approach to reconstruction and development, the CSPU supported

¹¹ *Government of Afghanistan's PAR Strategy: 1385-9*. Available: www.ands.gov.af

¹² Unpublished. Michailof, Serge. In Draft Discussion Paper: *Review of Technical Assistance and Capacity Building in Afghanistan*. April 2007.

¹³ ADB. 2007. *Integrating Capacity Development into Country Programs and Operations: Medium-Term Framework and Action Plan*. Manila.

¹⁴ ADB. 2002. *Initial Country Strategy and Program (2002-2004) Afghanistan*. Manila. ADB. 2003. *Country Strategy and Program Update (2003-2005) Afghanistan*. Manila. ADB. 2004. *Country Strategy and Program Update (2004-2006) Afghanistan*. Manila. ADB. 2005. *Country Strategy and Program Update (2006-2008) Afghanistan*. Manila.

by the new Minister of Finance reaffirmed Afghanistan's continuation of its approach to Government's gradual movement from post-conflict crisis-management to more long-term sustainable development planning including its focus on capacity development.

2. UNDP

UNDP capacity development efforts have been wide ranging. UNDP has provided support for public administration, information management, information and communication technologies development as well as urban, rural, and private sector development. Additionally, UNDP supported capacity development in the area of aid coordination. An example of a specific program supported through UNDP is the Civil Service Leadership Development program. This program is designed to strengthen the capacities of key senior civil servants in priority national government institutions in order to contribute to the establishment of a competent and effective civil service.

3. World Bank

The World Bank has focused on public administration capacity building projects; funded at \$45.4 million the overall goal of such support has been to establish a transparent, well-functioning public administration leading to better use of public resources. Grants are helping government officials with procurement, treasury, and internal and external audit functions. Projects are developing public administration capacity; in particular, all staff of the Internal Department of the Ministry of Finance has received training. The World Bank supports the Independent Administrative Reform and Service Commission (IARCS) in its tasks of public administration including merit-based senior civil-service appointments, reform and restructuring of key departments and ministries, and introduction of a new pay and grading policy for the civil service. With funding channeled through the Afghanistan Reconstruction Trust Fund (ARTF), a multi-donor trust fund administered by the World Bank that began operating in mid-2002, the World Bank facilitates efforts to engage expatriate Afghans in advisory positions in line ministries and to recruit Afghans to senior and middle-management positions in order to enhance and development line ministry capacity.

III. REVIEW AND ASSESSMENT FRAMEWORK

A. Purpose

The purpose of the review and assessment is to describe and assess selected capacity building TAs so as to provide background and input to ADB's new RB-CPS.

B. Objectives

Objectives of the review and assessment are to:

- (i) assess what was achieved by whom, using an assessment matrix based on data from available project documentation;
- (ii) articulate lessons learned through implementation of capacity development TAs;
- (iii) develop recommendations based on results of addressing the above objectives.

C. Methodology

The primary data collection methodology proposed by AFRM was to review written project documents and base the assessment on data found in such documents. To this end, an extensive search of project files in both AFRM and in Manila HQs was undertaken by the

consultant to identify and consolidate project documentation for those projects of concern. Although various project documents were located and reviewed for a majority of TAs (Appendix 4), a significant number of documents required for assessment were simply not available—neither in AFRM nor in Manila. As reported by Project Officers and others, this is due, among others, to:

- changes in Project Officers responsible for TAs;
- the limited institutional memory regarding TAs that commenced in 2002-2003-2004, some of which were reportedly completed, although with scarce documentation;
- the lack of a credible filing system as well as lack of administrative personnel at AFRM; and/or
- the major 2006 reorganization of regional departments resulting in changing responsibilities, misplaced files, or transferred files yet to be filed or somehow lost or misplaced in the reorganization process.

It is the Consultant's considered opinion that the lack of a systematic and disciplined approach to filing documents at AFRM (and possibly at ADB HQs) coupled with the lack of general awareness of the filing system by those using project files contributes to the pernicious problem of unavailable documentation.

In terms of methodology, it is important to note that progress on TA 3874-AFG, the Cluster TA, was reported earlier in January 2005¹⁵. Where documentation for separate components within the TA is not available, this report utilizes data from the January 2005 progress report and so references such data. A further progress report on TA 3874-AFG was under preparation at the time of the Consultant's review.

In light of the difficulties of obtaining sufficient written reports, brief interviews with Project Officers currently responsible for TAs were conducted. However, Project Officers who had inherited projects were at a disadvantage in terms of their understanding of such projects, particularly when existing project documentation was limited. Interview data is used exceedingly sparingly in this report and such data is so noted when reported.

D. Assessment Matrix

An assessment matrix was developed to assess TAs, homing in on what was achieved by whom. What was achieved, based on review of project documentation, is organized into 15 categories of achievements. No one project will have achieved all possible achievements. Achievements are unweighted. Who accomplished (i.e., the achiever) the achievements is identified and measured on a three-point scale where:

1 = Consultant(s).

2 = Consultants(s) and client(s) together, client(s) being those whose capacity is to be developed.

3 = Client(s), trained/prepared by or via consultants(s).

The scale reflects the premise that client achievements have greater capacity development value than consultant achievements. The model matrix is presented in the table below.

Table 1. Capacity Development TA Assessment Matrix

¹⁵ ADB's January 2005 Progress Report on TA Cluster 3874-AFG: Capacity Building for Reconstruction and Development and TA 3875-AFG: Disaster Preparedness and Management Capacity Building in the Islamic Republic of Afghanistan. Kabul.

No.	Achievement	Achiever		
		1 Consultant(s)	2 Consultant(s) & Client(s)	3 Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.			
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project..			
5.	Studies/assessments/reviews undertaken/completed.			
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.			
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.			
13.	Policies/legislation formulated/adopted or progress made.			
14.	Equipment to support capacity activities provided.			
15.	Other capacity building activities.			
	Achiever Scores			
	TA Total Score:			

Two measures are derived from the Assessment Matrix:

- (i) Frequency. The number of times an achievement is accomplished. Higher scores reflect greater amount achieved.
- (ii) Average Weighted Achievement: The average of the weighted sum of achievements divided by the frequency of achievements within a component. Higher scores reflect greater client involvement.

The matrix does not reflect repetition of achievements nor the quality of achievements. The matrix is built from data in available written reports and it is limited by the completeness and quality of the data available. Projects with more complete, higher quality documentation may have higher scores than projects with less complete, lower quality documentation.

E. Capacity Development TA Selection

1. Criteria

As earlier noted, there are 36 capacity development TAs from which to select TAs for inclusion in this review and assessment (i.e., 17 TA components subsumed under the Cluster TA and 19 other individual TA projects). For the latter, TA 4828 is a combined AD/PPTA and thus excluded from the population. TA 4906 and TA 4909 are both excluded as they are very new projects with little time for achievement, their agreements having been

signed in January and February 2007 respectively. Thus, selection is from among 33 TAs. The Cluster TA sets the stage for further capacity development efforts and to this extent, as many of the Cluster components that meet the below criteria are selected.

As the review and assessment is not meant to be exhaustive but rather representative, the following criteria are applied to select TAs for inclusion in this report.

- (i) Sector Representation. Primarily agriculture and natural resources, energy, and transport sectors but also other sectors in which TAs operate.
- (ii) Documentation. Sufficient written project documentation available on which to base assessment.
- (iii) Administration. Representation of both AFRM (delegated) and Manila administered TAs.

2. Results

Of the 33 TAs, only 3 were excluded. Thus, 30 TAs were reviewed and the review is considered exhaustive. For the Cluster TA, all 17 components were selected. These are noted in Table 2, further discussed below. For the other 16 TAs, referred to as **Individual TAs**, 13 were selected. These are listed and further discussed under Part B of Findings.

IV. FINDINGS

A. TA 3874-AFG Capacity Building for Reconstruction and Development (Cluster TA)

The TA was approved by ADB Board of Directors on 30 May 2002. The original grant was for \$14.5 million. Recent data indicate total funding of \$16.56 million.¹⁶ Recognizing that the TA began in 2002, has experienced various changes in emphasis of some components, with a few components ongoing, the objective of the TA is to assist the Afghanistan Interim Administration and the subsequent Transitional Authority/Government to strengthen the capacity of key government and civil society institutions to support the country's rehabilitation and reconstruction.¹⁷ A secondary purpose is to support some basic steps towards laying the foundation for a transparent, well-functioning public administration. Thus, the TA is aligned to the PAR earlier discussed.

The TA is organized into four subclusters, each focusing on one of the following sectors/sub sectors:

- (i) Agriculture and Natural Resources,
- (ii) Social,
- (iii) Road and Energy, and
- (iv) Financial.

¹⁶ AFRM. 2007. Table: Technical Assistance (TAs) in Afghanistan (as of 12 April 2007). Kabul.

¹⁷ For example, the original *TAR AFG 36139 May 2002* indicates four subclusters with 3, 4, 7, and 4 components distributed among subclusters 1-4 respectively. Current distribution of components among subclusters 1-4 is 5, 3, 7, and 2 respectively.

Table 2. TA 3874-AFG Components as of 2007: All Components Selected for Review¹⁸

Sub cluster		Component	
1. Capacity Building for Reconstruction of Agriculture and Natural Resource Management	1a	Capacity Building and Institutional Reorganization in Agriculture and Natural Resources Sector Institutions	
	1b1	Support for Water Resources Management and Planning	
	1b2	Support for Agriculture and Natural Resources Management and Planning	
	1b3	Support for Rural Livelihood Improvement and Development of MRRD Monitoring and Evaluation	
	1c	Capacity Building for the Ministry of Irrigation, Water Resources, and Environment (MIWRE)	
2. Capacity Building for Rehabilitation and Reconstruction of the Social Sectors	2a	Capacity Building for the Ministry of Higher Education (MOHE)	
	2b	Capacity Building for the Ministry of Education (MOE)	
	2c	Capacity Building for the Ministry of Public Health (MOPH)	
3. Capacity Building for Rehabilitation and Reconstruction of the Road Transport and Energy Sectors	3a	Capacity Building of Key Infrastructure Agencies, including Support for Road Reconstruction Projects	
	3b	Capacity Building for Project Planning and Sustainability in the Transport Sector	
	3c	Development of Framework and Legislation for Cross-Border Trade	
	3d	Capacity Building and Training for the Ministry of Water and Power	
	3e	Study of Power Interconnection for Regional Trade	
	3f	Assessing Gas Sector Rehabilitation Requirements	
	3g	Establishing Cost-Effective Methods of Petroleum Storage Rehabilitation	
4. Support for Rebuilding the Financial Sector	4a	Development of a National Payments System	
	4b	Capacity Building for the Ministry of Finance (MOF)	

Each sub cluster contains a number of separate components (projects). With the exception of four of the seven components in the Transport and Energy sub cluster, either the title of components contains the word “capacity” or the purpose of the component clearly relates to capacity development.

All components operate within the context of a line ministry. The TA involves a total of 12 ministries. For the agriculture and natural resources sub cluster, involved ministries include¹⁹: Ministry of Agriculture and Animal Health (MAAH), Ministry of Rural Rehabilitation and Development (MRRD), Ministry of Irrigation, Water Resources, and Environment (MIWRE), and Ministry of Water and Power (MWP). Ministries of Higher Education (MOHE), of Education (MOE), and of Public Health (MOPH) are involved in the social sector sub cluster. For the road and energy sub cluster, involved ministries include ministries of Public Works (MPW), of Transport (MOT), of Civil Aviation and Tourism (MCAT), of Mines and

¹⁸ Different sources report slightly different component project titles and some original titles have changed. For purposes of consistency, titles used are those noted in *ADB's January 2005 Progress Report on TA Cluster 3874-AFG: Capacity Building for Reconstruction and Development and TA 3875-AFG: Disaster Preparedness and Management Capacity Building in the Islamic Republic of Afghanistan*. Kabul. Further, the 2005 Progress Report indicates the TA has 19 components. This report indicates 17 components. Differences are as follows: Component 2d, Capacity Building for Ministry of Women's Affairs and Component 4c, Support for Civil Service Reforms and Governance are no longer part of the Cluster TA.

¹⁹ Ministry names are those used in TA documentation. Names and functions of several ministries have changed since TA documentation.

Industry, and of Commerce (MOC). The finance sub cluster involves the Ministry of Finance (MOF) as well as Da Afghanistan Bank (DAB).

The average funding level for the 17 components is \$974,000. Component funding ranges from \$166,000 to \$2,977,000. The large majority of components commenced in 2002/2003. Activity in almost all components has been completed, although few of the components have been closed.

Appendix 5 provides basic data, purpose, achievements, and the completed Assessment Matrix for each component. AFRM produced a Cluster TA Progress Report in January 2005.²⁰ The review and assessment of Cluster TA components 1c, 3a, and 3d in this document is based solely on the January 2005 report and is so noted in their data sheet. Review and assessment of the other Cluster TA components is based on additional documentation noted in Appendix 4.

1. Achievements

All component achievements are shown in Figure 3 on the following page. The Figure lists the 15 achievement categories noted earlier in Table 1 and shows how many components accomplished the achievements. The Figure also indicates the number of achievements accomplished primarily by the consultant alone; by the consultant and client together; or primarily by the client alone as a function of having been fully-trained and prepared by the consultant to accomplish the achievement. Examples of achievements are discussed below. The reader is referred to Appendix 5 for component achievement details.

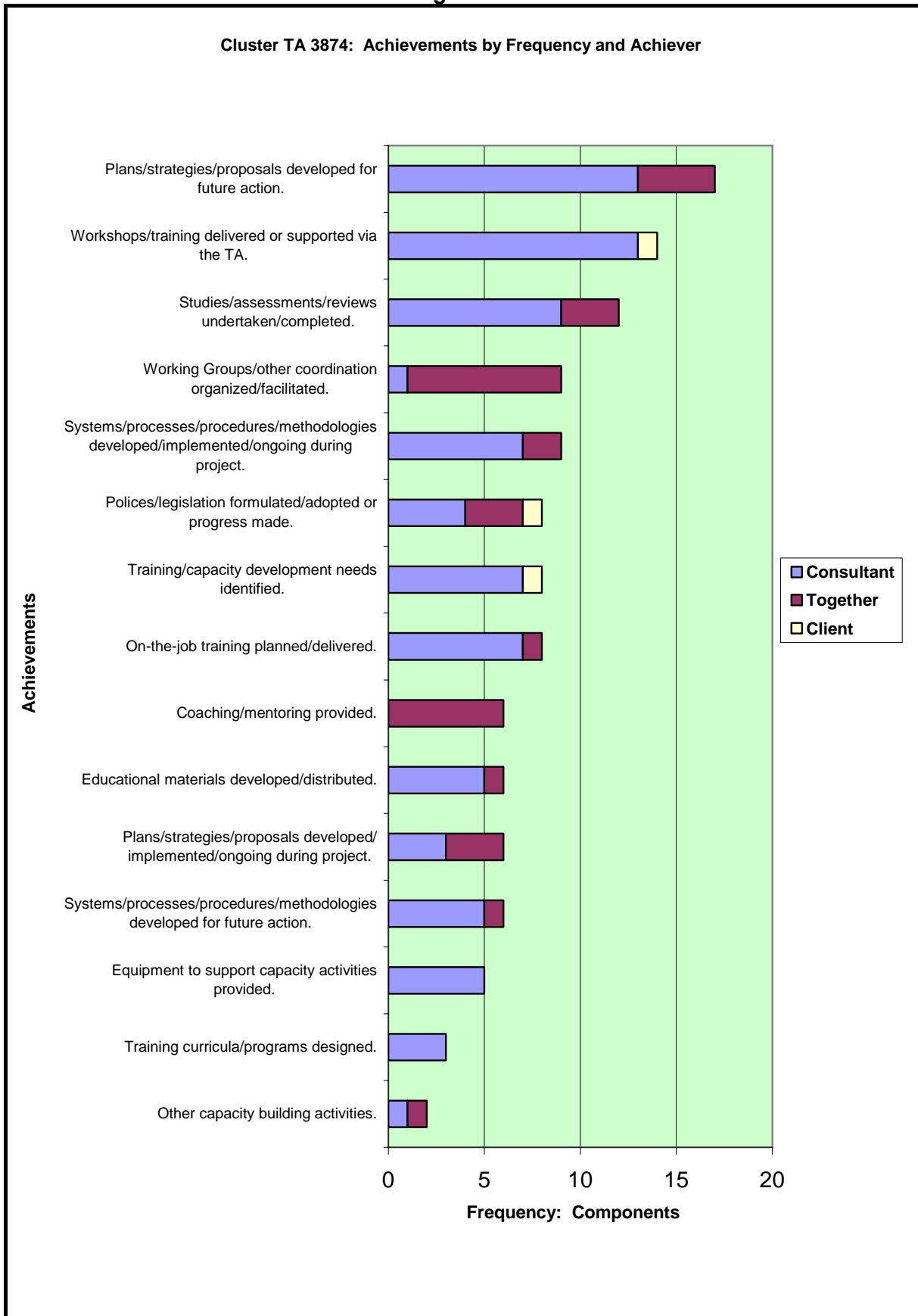
All 17 components *developed plans/strategies/proposals for future action*. These achievements ranged from contributing to *Securing Afghanistan's Future*, the Government's ten-year strategic development plan; to developing four pilot programs in forestry/rangeland management for proposed future implementation; to formulating a decentralization proposal for future action for MRRD. To advance administrative reform, several components prepared PRR documentation for line ministries including MOHE, MOH, MWP, and MOF.

Over four-fifths of all components *delivered or supported workshops and/or training*. For example, 70 MRRD staff was trained in organizational development and 10 MRRD staff, along with 10 MAAH staff, was trained in a 5 month management course in Bangladesh. MOH engineers were trained in appraising construction proposals submitted by Kabul contractors, in basic principles of health facility design, and in construction procurement. In response to demand and to improve staff performance, staff from several ministries received English and computer skills training. Various workshops were held, for example, the TA supported MIRWE workshops to garner input for and to discuss a draft water resources policy.

Well over two-thirds of components *undertook and completed component-related studies and/or assessments*. Consultants supporting the development of MRRD's M&E system collaborated with MRRD staff to conduct an assessment of the M&E system and subsequently improved the system. Consulting engineers carried-out a study of the supply/demand for electricity in Afghanistan, including a demand forecast until 2020, confirming that demand would outstrip supply. The study was used as input for a proposal addressing supply/demand and related issues. A detailed study of the gas subsector resulted in a proposal to increase gas availability and contributed to development of the gas sector component of ADB's larger loan-funded Emergency Infrastructure Rehabilitation and Reconstruction Project (EIRRP).

²⁰ ADB. 2005. *Progress Report on TA Cluster 3874-AFG: Capacity Building for Reconstruction and Development and TA 3875-AFG: Disaster Preparedness and Management Capacity Building in the Islamic Republic of Afghanistan*. January 2005.

Figure 3.



Over one-half of all components (i) *organized and/or facilitated working groups or other coordination mechanisms* and (ii) *developed and implemented systems/processes/procedures/methodologies during the project, many of which are ongoing*. Working Groups: In MIWRE, consultants and staff working together set-up a Policy and a Reorganization and Reform Working Group to address water policy and institutional reform issues respectively. As well, they established regular donor coordination meetings. In MOE, consultants contributed to working groups, producing guidelines and standards for school design and construction widely-used by the ministry and the donor community. MOF consultants were key actors in forming local consultative groups focused on key sectors to facilitate coordination of reform and reconstruction. Implemented Systems: In MOF, annual budgeting processes and mid-cycle review procedures were established and used during the project. MRRD data collection/processing systems were improved with changes implemented during the project.

Just under one-half of all components accomplished the following: (i) *formulated, promoted the adoption, or made progress in policies and legislation development*, (ii) *identified training and/or capacity development needs*, and (iii) *planned and delivered on-the-job training*. Policies: Working with MAAH staff, consultants wrote sections of an agriculture sector policy and framework. This policy and framework contributes to the MAAH Master Plan, providing the road map for sector interventions and defining public and private sector roles and responsibilities. A policy framework for development and management of renewable energy resources was written and presented for discussion to the Cabinet. Training/Capacity Needs: A full vocational education subsector needs assessment was conducted via the MOE capacity building component. The assessment examined staffing, curriculum, materials, development, and capacity building needs of 40 vocational education schools, primarily agriculture high schools. Training needs to support technology development in the power sector were identified, as were the training needs to support development of a modern payment system in Afghanistan. OJT: OJT prepared staff in MAAH for national annual budget planning. In MOE, OJT strengthened staff skills in procurement processes and procedures.

Over one-third of all components (i) *provided coaching and mentoring*, (ii) *developed and/or distributed educational materials*, (iii) *developed/implemented plans/strategies/proposals during the project with some implementation ongoing*, and (iv) *developed systems/processes/procedures/methodologies for future action*. Coaching and Mentoring: In the MOF, consultants provided input to the strategic document, the National Development Framework, used to guide reform and reconstruction efforts during the project and beyond. A coaching/mentoring relationship was established among consultants and ministers in MOHE, MPW, and MOF. Educational Materials: MRRD staff, with consulting support, contributed significantly to the development of an M&E Manual to be used for training and reference purposes. Environmental impact assessment guidelines were produced and disseminated via the MIWRE Capacity Building Component. Implemented Plans: MOE consultants, collaborating with working groups, developed plans/guidelines/standards on school construction which were, and continue to be, widely-used. Future Systems: In the MOH, a review of the financial management system resulted in recommendations for the future including changing system structure and accounting procedures; installing a computerized system for budget creation, control, and payroll; and establishing an internal auditing section.

Under one-third of all components *provided equipment to support capacity activities*. Limited office equipment was supplied to several ministries. Water chemistry laboratory and road materials-testing laboratory equipment was supplied to MIWRE and MPW respectively.

Less than one-fifth of components *designed training curricula and programs*. A notable exception is in MOH where consultants identified needs, designed, and delivered a capacity development program for senior MOH staff focused on management.

In categorizing achievements, one other achievement is considered noteworthy. This is the reporting of male/female involvement in projects. This is an important initial step in gender sensitive capacity development. The MOE component documentation reports the involvement of both males and females in a 10 day study tour to Bangladesh to examine effective vocational education training institutions. The MOF component documentation refers to the contributions of a young Afghan woman who effectively managed the treasury reform process. More along such lines, however, is clearly required given Afghanistan's huge gender gap.

For all achievements, 70% were accomplished largely by the consultant alone. The remaining 30% of achievements were accomplished by the consultant and client together or by the client alone, having been prepared by the consultant.

2. Component Assessments

Appendix 6 provides assessment scores for each component. For all components the mean, median, and mode of achievements is 7 and the mean for client involvement is 1.27.²¹ The former result should be interpreted with extreme caution as components were not designed to accomplish all achievements categorized in the Matrix. The achievement result provides a broad picture showing that a typical component achieves around one-half of categorized accomplishments. The latter result regarding client involvement indicates the large majority of achievements are accomplished primarily by consultants alone. Figure 4 graphs assessment results.

a. High Achievement and High Client Involvement

Results in Figure 4 suggest three components were particularly adept in achieving and also in engaging clients in accomplishing achievements. Component 4b addressing Capacity Building in the MOF, followed by component 1b3 MRRD Monitoring and Evaluation and component 1b2 Support for Agriculture and Natural Resources Management and Planning all have relatively high achievements. The component most adept at engaging clients appears to be the MRRD Monitoring and Evaluation component. This is closely followed by Capacity Building in the MOF and by Support for Agriculture and Natural Resources Management and Planning. Possible explanations for these high rankings are further discussed below.

MRRD. A unique ingredient of the MRRD M&E component is its relatively long-term engagement, about one year, of senior and junior national staff analysts to bolster component efforts at the regional and provincial levels. These posts were supported by the component. While project documents indicate some drawbacks with this approach, they suggest the senior posts in particular enhanced regional and central level coordination and implementation. The component has the highest number of achievements accomplished by clients (2) and the third highest number of achievements accomplished collaboratively (5). For the former, staffs were introduced to needs assessments and themselves identified gaps in the technical monitoring skills of engineers resulting in training to address skill gaps. The consultant developed staff capacity such that they were enabled to organize and deliver selected training themselves. The support of national staff, as well as the attention to collaborating with and training staff to "do for themselves", appears to have contributed substantially to capacity development in this component.

MOF. Of all cluster components, the MOF component enjoyed the greatest international consulting input, around 70 person months. Two longer-term consultants, over

²¹ For this analysis, the two scores in the "other" category of achievements are excluded, leaving a total of 14 achievement categories.

2 years each, along with several shorter-term consultants, about 8 months each, composed the capacity building team for this MOF component. The component also has the second highest number of achievements accomplished collaboratively by consultants and clients (6). Component documentation articulates the consultants' concern with explicitly developing capacity. This lends support to premises that capacity development is a long rather than short-term activity, that a critical element of capacity development is a positive and active working relationship between consultants and clients, and that concerted focused effort to achieve capacity development is required.

AG/NRM Management. The component, Support for Agriculture and Natural Resources Management and Planning, was implemented within MAAH. Documents indicate a collaborative and participatory approach was adopted in this component. This component, while having a smaller number of achievements than several other components, apparently carried-out almost all their work collaboratively with clients. The component has the highest number of achievements accomplished by clients and consultants together (7). This is in line with the premise earlier stated that client achievements have greater capacity development value than consultant achievements as reflected in the high client involvement score.

b. High Achievement and Medium Client Involvement

Excluding 2a Capacity Building for the MOHE, the two social sector components—2b MOE and 2c MOPH—accomplished the highest number of achievements albeit with medium-level client involvement. Component 1a Capacity Building and Institutional Reorganization in Agriculture and Natural Resources Sector Institutions (AG Insti) has a very simillionar achievement/involvement profile.

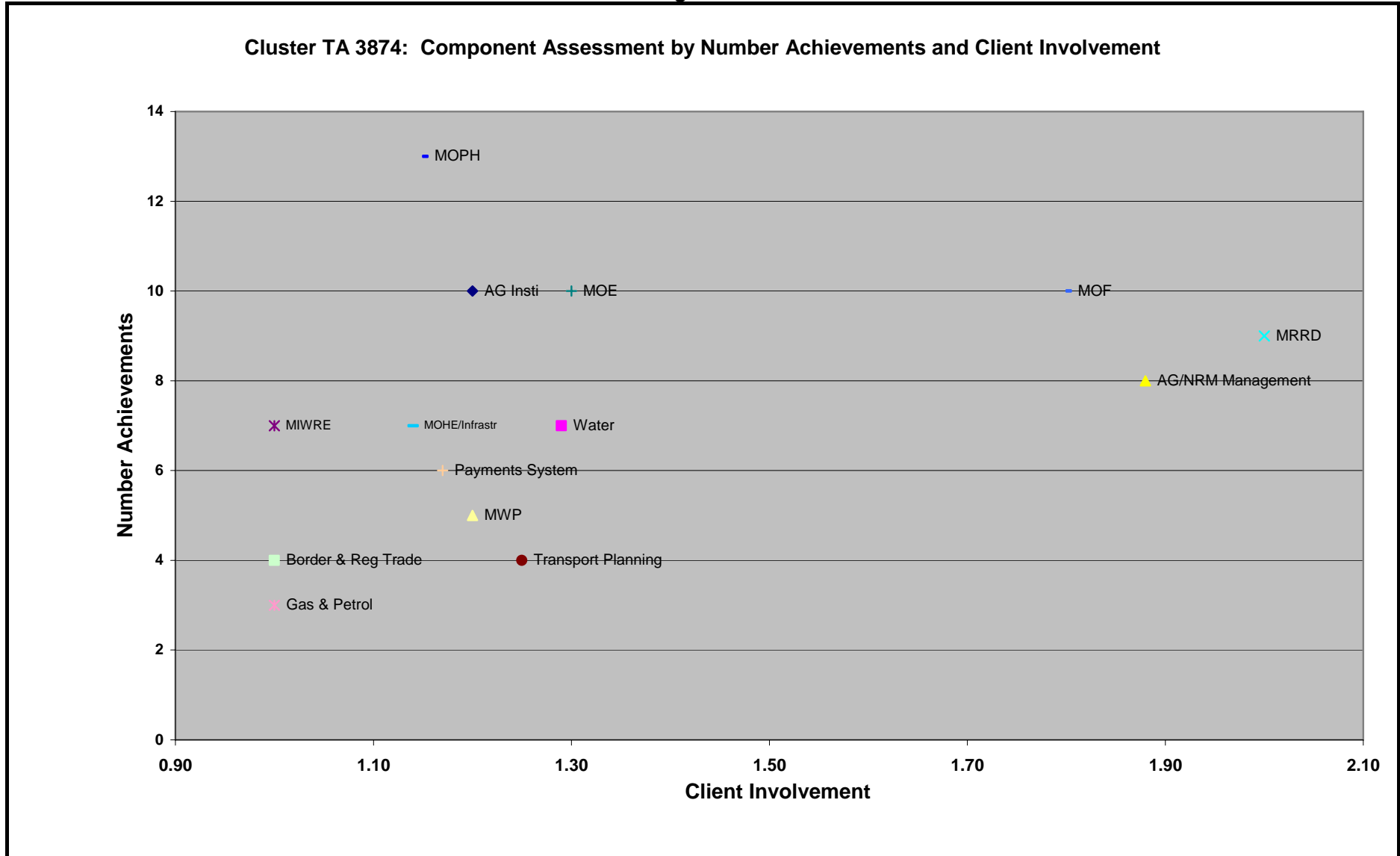
c. Medium Achievement and Low to Medium Client Involvement

Five components can be characterized as medium-level achievers with medium to low client involvement. These are:

- 1b1 Support for Water Resources Management and Planning (Water);
- 1c Capacity Building for MIWRE (MIWRE);
- 2a Capacity Building for MOHE (MOHE);
- 3a Capacity Building for Key Infrastructure Agencies (Infrastructure); and
- 4a Development of a National Payments System (Payments System).

Each of these components accomplished six to seven achievements. Achievements ranged from development of a River Basin Management strategy paper which model can be tested in future ADB irrigation projects (Water), to completing feasibility studies of micro hydro units (MIWRE), to developing curriculum outlines for a proposed business community college (MOHE). The Infrastructure component helped establish a materials testing laboratory and provided training in India for selected staff of the Ministry of Civil Aviation and Tourism (Infrastructure). The Payments System component planned the development of a modern payment system in Afghanistan. Based on project documents, a good deal has been accomplished via these components. However, this was achieved largely by consultants with some collaboration with clients resulting in the medium or low to medium assessment scores.

Figure 4.



d. Low Achievement and Low Client Involvement

Excepting component 3a Capacity Building of Key Infrastructure Agencies (Infrastructure), the other six Transport and Energy Sector components show low achievement and low client involvement. As noted earlier, four of the seven components do not have the word “capacity” in their title, nor does their purpose explicitly target capacity development. These are components 3c Cross-Border Trade (Border), 3e Power Interconnection for Regional Trade (Reg Trade), 3f Gas Sector Rehabilitation (Gas), and 3g Petroleum Storage Rehabilitation (Petrol). TORS for these four components focused on a few specific activities, typically conducting studies and developing proposals. For 3c, consultants conducted studies of the overall transport-related cross-border situation which study was input to a high-level Ministerial Conference on Transport and Trade. For 3e, consultants assessed the demand/supply of electricity and produced a phased investment program to move power interconnection for Regional trade forward. For components 3f and 3g, consultants carried-out detailed studies of the gas sector and of petroleum product infrastructure and developed plans/strategies for their rehabilitation. While these components achieved their TORS, they did so largely without also building capacity in their respective institutions. The subjects studied and assessed are largely of a technical nature. Building capacity in these areas tends to be a long term activity while these components time-frame was more limited.

Assessment scores for components 3b Planning and Sustainability in the Transport Sector (Transport Planning) and 3d Capacity Building for the Ministry of Water and Power (MWP) are also low on both dimensions. These are considered capacity development components, by way of their title or purpose. For the former, social and resettlement-related studies were carried-out and a data base of primary highways was developed. OJT was provided to develop capabilities of MPW staff to undertake periodic condition surveys. For the latter, coaching/mentoring and training were provided and preparation of PRR documents was achieved. However, overall there were relatively few achievements and the majority of these were completed by consultants alone, resulting in low assessment scores.

B. Individual TAs

Of the 16 Individual TAs, 13 are selected for review as shown in Table 3 below. Three TAs are excluded from the review due to insufficient data.

The original funding level for the 13 Individual TAs reviewed is \$12.6 million. Funding ranges from \$.39 million to \$3.4 million with an average funding level of almost \$1 million. Agreements with Government for the very large majority were signed in 2004/2005. The TAs are expected to run from between a minimum of 5 and a maximum of 36 months. The average months for TAs is 16.6 with a mode of 12 months.

The design and development of several Individual TAs was informed by experience gained and needs identified through Cluster TA implementation. This is particularly so for the Agriculture and Natural Resources Management sector and for the Financial sub-sector. For example, Cluster TA 3874-AFG Support for Agriculture and Natural Resources Management and Planning identified needs for aid management and coordination as well as for agriculture and land policy reform. Thus, TAs 4311, 4334, and 4483 were developed to address these, as well as other needs. Experiences with Cluster TA 3874-AFG Capacity Building for the Ministry of Finance indicated further capacity development was needed in the Ministry. Experience thus informed the design of TAs 4502 and 4637.

Table 3. Individual TAs

Sector	Number and Name	Current Administrator	Selected	
1. Agriculture and Natural Resources Management (AG/NRM)	TA 4311	Capacity Building in Agriculture and Natural Resource Management for Programming, and Aid Management, and Coordination.	AFRM	Yes
	TA 4334	Capacity Building for Agriculture Policy Reform	Headquarters	Yes
	TA 4483	Capacity Building in Land Policy and Administration Reform	Headquarters	Yes
	TA 4549	Capacity Building for Impact Monitoring and Evaluation	AFRM	Yes
	TA 4716	Capacity Development for Irrigation and Water Resources	Headquarters	No Insufficient Data ²²
2. Energy	TA 4235	Institutional Strengthening of the Gas Sector	Headquarters	Yes
	TA 4579	Capacity Building for the Power Sector	Headquarters	Yes
3. Transport	TA 4594	Capacity Strengthening of the Civil Aviation Sector	Headquarters	Yes
	TA 4675	Capacity Building for Road Sector Institutions	Headquarters	No Insufficient Data ²³
4. Other	TA 3875	Disaster Preparedness and Management Capacity Building	AFRM	Yes
	TA 4244	Support for Public Administration Reform Program	AFRM	Yes
	TA 4313	Poverty Assessment and Socioeconomic and Macroeconomic Statistical Capacity Building	AFRM	Yes
	TA 4502	Capacity Building of the Ministry of Finance	AFRM	Yes
	TA 4637	Capacity Building for Economic Management	AFRM	Yes
	TA 4699	Building the Capacity of the Ministry of Commerce for Trade and Transit Facilitation	AFRM	Yes
	TA 4758	Capacity Building for Regional Cooperation	AFRM	No Insufficient Data ²⁴

Appendix 7 gives basic data, purpose, achievements, and the completed Assessment Matrix for each component. Matrices are based on documentation listed in Appendix 4.

²²TA began 11/06. Consultant reports are not yet available. March 2007 Back to Office Report regarding the TA indicates it is proceeding smoothly and working closely with the Planning Department of Ministry of Energy and Water (MEW) to strengthen its project development and management capacity, and is being very well received by MEW.

²³The only report available is a February 2007 Monthly Progress Report. A one-month report is considered insufficient for assessment purposes. The report advises a 20 day refresher course in *Material Engineering* was conducted in February 2007 for MPW engineers (on average eight per day) and training in *Quality Control Tests* is planned for March 2007. As well, procurement of equipment for material laboratory is in process.

²⁴The TA began implementation in December 2006. A Progress Report, covering about 1.5 months, is the only document currently available. This is considered insufficient for assessment purposes. The TA is progressing noting that: A Core Group of Senior Officials from concerned ministries has been set-up to coordinate regional cooperation issues and an initial diagnostic analysis and a preliminary training needs assessment of the department dealing with regional cooperation in the Ministry of Foreign Affairs has been carried-out.

1. Achievements

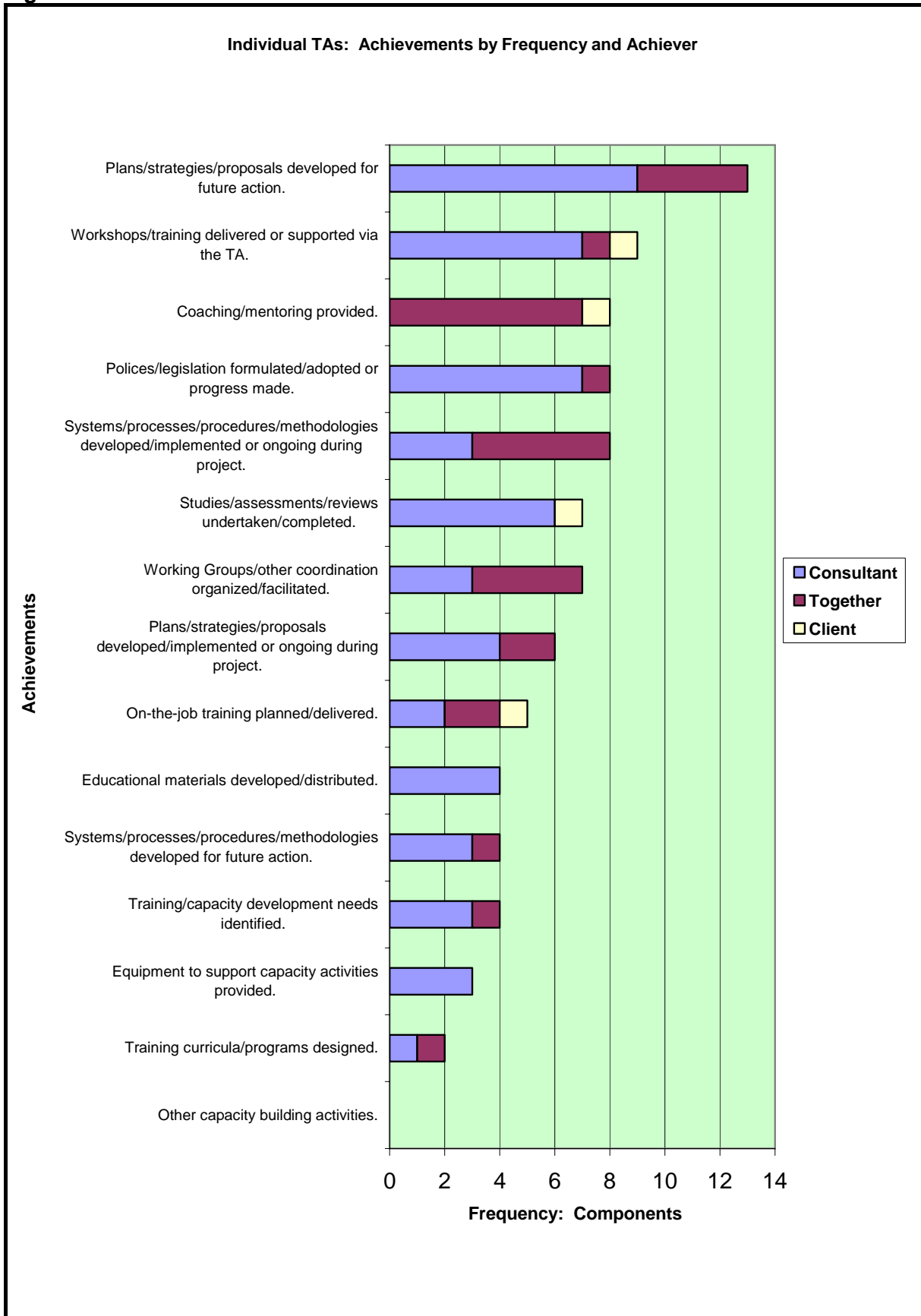
Collective achievements for the 13 Individual TAs are shown in Figure 5 on the following page. The Figure shows how many TAs accomplished which of the 15 achievements. The Figure also shows the number of achievements accomplished primarily by the consultant alone; by the consultant and client together; or primarily by the client alone, having been prepared by the consultant to accomplish the achievement. Examples of achievements are further discussed below. The reader is referred to Appendix 7 for details.

All 13 TAs *developed plans/strategies/proposals for future action*. In the agriculture sector, consultants supported the development process and contributed substantially to the Agriculture Master Plan, the document guiding development and growth of the agriculture sector. The Central Statistics Office (CSO) 5-year plan for inclusion in the ANDS related-sector plan was drafted. In coordination with the World Bank and IARCS, consultants wrote elements of the new Pay and Grading policy for the Civil Service. The policy, to be implemented over a period of 4 years, is an essential step in moving Afghanistan's public administration reform forward.

Over two-thirds of all TAs *delivered or supported workshops and/or training*. To address land policy and administration issues, following the testing of a participatory land-issues methodology, workshops were held with communities and officials to discuss results. The methodology was designed (i) to engage villagers in defining, delineating, and validating legitimate boundaries and user-rights of pasture parcels and (ii) to explore government role in supporting the process. For Disaster Preparedness, training was provided staff of the restructured Department of Disaster Preparedness and opportunities to practice their new skills as facilitators and trainers were made available. In the MOF, training activities included arranging for 43 staff to study financial management for 1 year in different colleges in Malaysia.

Over three-fifths of TAs (i) *formulated, promoted the adoption, or made progress in policies and legislation development* and (ii) *developed and implemented systems/processes/procedures/methodologies*, many of which are ongoing. *Policy and Legislation*. To act on transit problems, widely-identified as a critical constraint to public and private-sector agriculture development. A new transit agreement with Pakistan was drafted. The draft was discussed with stakeholder ministries and documentation was prepared for 2007 submission to Afghanistan-Pakistan Joint Economic Commission. Advisors working in the MOF dealt with numerous rulings/legislative actions including drafting the Private Investment Law and the Statistics Law. Crafting the Statistics Law was also part of TA supported activities in CSO. *Implemented Procedures/Methodologies*. To facilitate current and future divestment of State-owned Enterprises (SOE), high-level discussions were held and consulting advice provided to reach decisions on current and future SOE divestment methodology. Restructured procedures were introduced within the Civil Aviation Division of MOT. Revenue procedures were reviewed and revised resulting in strengthened revenue collections procedures and internal controls.

Figure 5.



Over one-half of TAs (i) *undertook and completed TA-related studies and/or assessments* and (ii) *organized and/or facilitated working groups or other coordination mechanisms*. Studies/Assessments. Given the importance of credit in the rural areas, a detailed feasibility study and proposal for a Warehouse Receipts Program was developed to provide an alternative mechanism for rural finance. The Gas Strengthening Sector TA reviewed and wrote an assessment of the Ministry of Mines and Industry (MMI) and its departments and of Afghan Gas covering, among others, performance, organizational structure, staffing, resources, and policies. Working Groups and Coordination. Particularly noteworthy contributions to working groups and aid coordination include consultants from the Land Policy and Administration Reform TA who participated in ANDS and in an inter-ministerial working group tasked with drafting a national land policy. They contributed village and community-based experience with land-issues, filling an important data gap. The MOC TA coordinated with the World Bank/United Nations Conference on Trade and Development (UNCTAD) Emergency Customs Modernization and Trade Facilitation project and drafted MOC Transit and Trade Facilitation strategy document.

Under one-half of TAs *developed and implemented plans/strategies/proposals during the project, some with implementation ongoing*. Following on from work with MOF via the Cluster TA, the MOF Fiscal Policy Unit was established, staffed, and equipped and the Medium Term Fiscal Framework (MTFF) built and approved by the Cabinet in October 2005. Both key contributions to fiscal management, the MTFF links I-ANDS priorities with the national budget. Plans were finalized and a training room established in the Ministry of Energy and Water (MEW) facility. MOF consultants, in close collaboration with the MOF Training and Development Department (TDD), developed the TDD Strategic Plan which was adopted and applied during the TA.

About two-fifths of TAs *planned and delivered OJT*. An innovative approach to OJT was used in MRRD. Senior staff were trained in computing skills via on-site interaction and OJT of ½ hour per day. The CSO statistics capacity building TA applied an OJT process to collaboratively produce an agreed-upon organogram for CSO based on functional activities and corresponding job descriptions. This helped advance the PRR process.

About one-third of TAs (i) *developed and/or distributed educational materials*, (ii) *developed systems/processes/procedures/methodologies for future action*, and (iii) *identified training and/or capacity development needs*. Educational Materials. In the MOC, consultants began preparation of guidelines to identify main issues to be addressed when drafting a transit agreement. The material will be used in future workshops. Future Systems. The Gas Sector TA developed plans for a Management Information System for MMI. Training/Capacity Needs. In preparation for introduction of a participatory M&E system in MRRD, gaps in capacity needed to implement a participatory impact M&E system were identified and initial strategies to address gaps discussed.

Very few TAs provided equipment to support capacity activities and very few TAs designed training curricula or programs. Some equipment to establish a training room was provide under the Power Sector TA. The Land Policy TA designed a training program to facilitate the community-based methodology used to better understand pasture location and use.

For the Cluster TA, *other capacity building activities* focused on gender considerations. There have been no Individual TAs explicitly addressing gender considerations.

For all achievements, 62% were accomplished largely by consultants alone. The remaining 38% were accomplished by the consultant and client together or by the client alone, having been prepared by the consultant.

2. Individual TA Assessment

Appendix 8 gives assessment scores for each TA. For all TAs, the mean, median, and mode of achievements are 7, 6, and 4 respectively. The mean for client involvement is 1.41. As noted earlier, the achievement results should be interpreted with extreme caution as TAs was not designed to accomplish all achievements categorized in the Matrix. The latter result suggests the large majority of achievements are accomplished primarily by consultants alone. Figure 6 graphs assessment results. To facilitate graph interpretation, TAs are assigned abbreviations, in bold, used in describing TAs and in the graph.

a. Medium Achievement and High Client Involvement

Both **Ec Mgmt** TA 4637 Capacity Building for Economic Management and **Disaster** TA 3875 Disaster Preparedness and Management Capacity Building show medium-levels of achievement and high client involvement. Interesting cases, these TAs lend credibility to the hypothesis that capacity development requires time and more time is required to accomplish outputs/outcomes when adopting a capacity development approach than when capacity development is not viewed as part of the output/outcome.

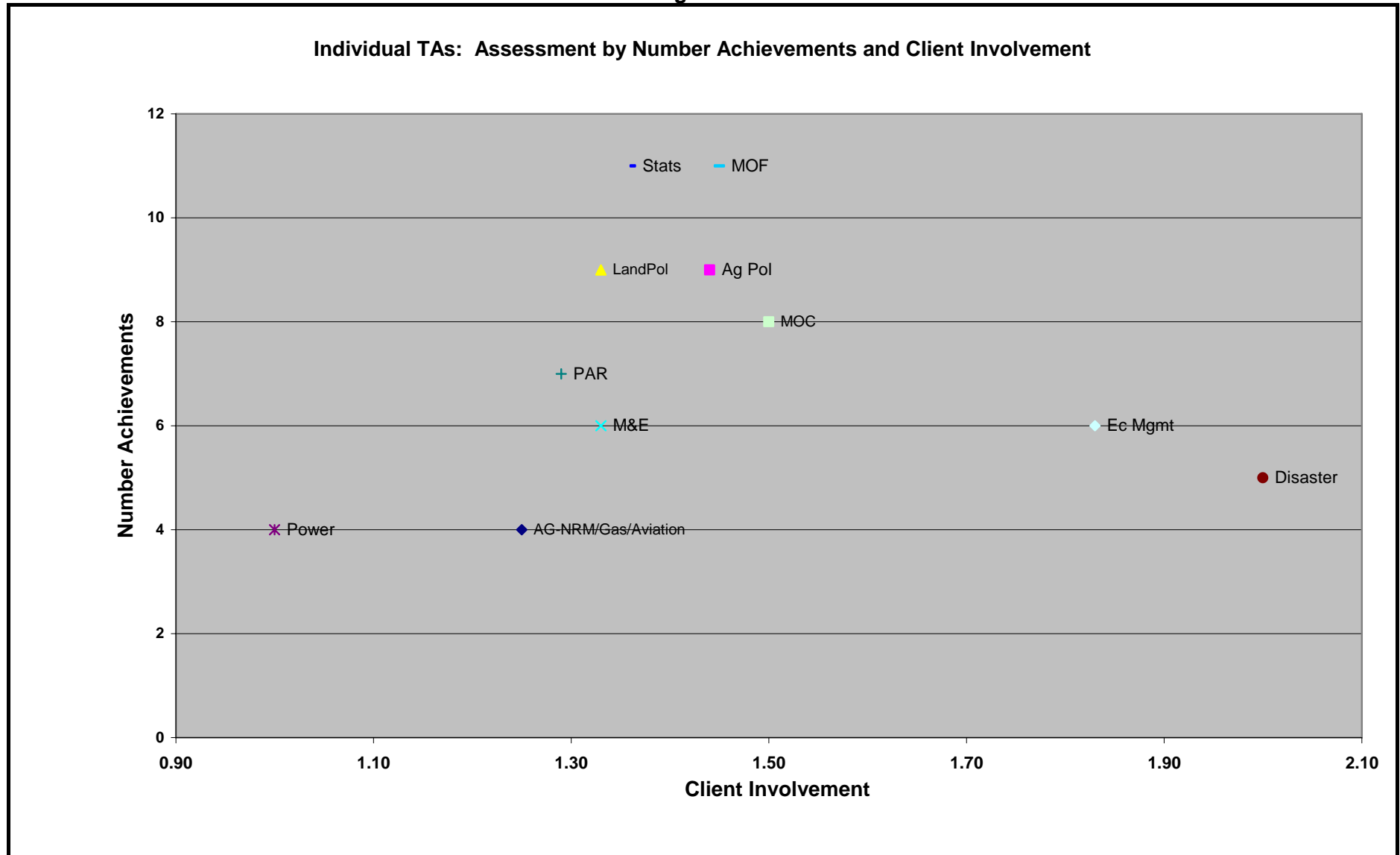
Plausible reasons for high client involvement in the two TAs are based on project documentation. In the **Ec Mgmt** TA, the consultant further strengthened the capacity of the FPU and the MTFE through coaching/mentoring and OJT. Documentation indicates consultants view capacity development as core to their work and significant time is spent advising and in dialogue with senior officials. There is also some continuity in consulting staff as some consultants served in the MOF under the earlier cluster TA 3874-AFG. Thus, productive working relationships may have had time to mature. For the **Disaster** TA 3875, project documentation articulates the project approach as being consultative, participatory, and engaging. For example, the disaster preparedness framework, national strategy, and plans were all formulated in a participatory manner in consultation with all key stakeholders. Such approach builds capacity. Further, Department of Disaster Preparedness (DDP) staff were first trained and secondly, provided opportunities to practice their new skills. It is the opportunity to practice that empowers and develops capacity.

b. High Achievement and Medium Client Involvement

Five TAs fall into this category. **Stats** TA 4313 Poverty Assessment and Socioeconomic and Macroeconomic Statistical Capacity Building and **MOF** TA 4502 Capacity Building of the Ministry of Finance have the highest number of achievements, 11 of 14 each. Also in this category are: **Land Pol** TA 4483 Capacity Building in Land Policy and Administration Reform, **Ag Pol** TA 4334 Capacity Building for Agriculture Policy Reform, and **MOC** TA 4699 Building the Capacity of the Ministry of Commerce for Trade and Transit Facilitation.

The **Stats** TA 4313 is one of the longer-term TAs, originally to be implemented over a 36 month period. This has been further extended based on the August 2006 Mid-Term Review. As well, the TA has undergone a change of scope and additional consultants have been fielded. An ongoing TA, consultants are deeply involved in developing capacity in data collection, data management, and analysis, particularly in the CSO and pointedly to enable monitoring of ANDS and to carry-out poverty assessments. Assistance is provided to design the 2007 National Risk and Vulnerability Assessment, the major national survey collecting data on many aspects of Afghan life, used for development planning, monitoring, and funding purposes. Afghanistan's first Integrated Enterprise Survey is being conducted via the Stats TA to provide primary source data for compiling GDP. Stats TA consultants collaborate closely with other donors, such as World Bank and UNDP, all guided by the Statistical Master Plan. The PRR process in CSO has experienced many challenges and an Institutional Advisor is engaged to support CSO in moving this process forward.

Figure 6.



The **MOF** TA 4502 builds on the work of the Cluster TA 3874-AFG carried-out earlier in the MOF. Key achievements of this TA include the finalization of establishing, staffing, and equipping the Fiscal Policy Unit (FPU) in the MOF and crafting the Medium Term Fiscal Framework (MTFF). The MTFF, approved by the Cabinet in 2005, links I-ANDS priorities with the national budget. Consultants have prepared various rulings/legislation/policies via the TA including Insurance Procedures, Alcohol Importation Issue, Private Investment Law, and development of a policy framework for tax exemptions. The TA has collaborated closely with MOF Training and Development Department (TDD) staff to develop the TDD Strategic Plan.

Land Pol TA 4483 carries-out innovative community-based work dealing largely with pasture land issues. The TA has articulated and tested a participatory methodology whereby satellite images of villages and surrounding lands are used by villagers, typically via *shura* or Community Development Council leadership, to define/delineate/validate legitimate boundaries and user-rights of pasture parcels. Understanding of community dynamics derived via this methodology are input into the working group tasked with drafting national land policy. The TA involves both communities and officials at the district and provincial levels in the methodology.

Ag Pol TA 4334, along with other ADB agriculture sector TAs (4311) contributed to the development of the Agriculture Master Plan, the key document guiding the sector's growth and development. The TA assisted Government with monitoring and documenting loan condition compliance for a large \$55 million ADB Agriculture Sector Program Loan. The TA prepared an agriculture inputs regulatory framework and articulated action plans to address restrictive import taxes/legislation constraining sector growth.

MOC TA 4699, to assist in meeting I-ANDS indicators regarding number of transit agreements revised and signed, implemented several important transit initiatives. Consultants drafted a new transit agreement with Pakistan (Afghan Pakistan Transit Agreement 2007) and the Transit Agreement between Afghanistan and Uzbekistan. Expectations are both will be acted upon in 2007. Issues related to reduction of time at borders were also addressed including streamlining of documentation required in border crossings; clarifying border facility roles of concerned ministries, agencies, and the private sector; and finalizing models for lay-out/design of Border Control Zones.

c. **Medium Achievement and Medium Client Involvement**

PAR TA 4244 Support for Public Administration Reform Program and **M&E** TA 4549 Capacity Building for Impact Monitoring and Evaluation fall within this category. PAR TA 4244 complements ADB \$105 million cluster program Fiscal Management and Public Administration Reform. The TA is designed to support the Government in its implementation of the public administration program and works primarily through the IARCSC. Collaboratively with WB/DFID, consultants have drafted the Civil Service Law Implementation Document considered a priority required to advance the Government's public administration reform program. The TA carried-out diagnostic reviews and analysis of common functions at the department level in five ministries and designed replicable models for common functions departments to potentially be applied in institutions. Current discussion centers on the possibility of incorporating the concept of Reform Implementation Management Units in the TA as a transitory mechanism of implementing public administration reforms.

M&E TA 4549 follows-on to earlier TA 3874-AFG work in MRRD which contributed to the development of MRRD foundation M&E system. The new **M&E**, tasked with introducing a participatory impact M&E system, has reviewed the existing MRRD system, exploring ways to integrate participatory impact M&E into the system and assessing the capacity

needed to run such a system. The TA has developed plans to pilot-test a nascent system in selected provinces where Japanese Fund for Poverty Reduction programs collaborating with the National Solidarity Program is in operation. Based on results, the system is to be refined and a specific capacity development plan for its realization developed.

d. **Low Achievement and Low Client Involvement**

All three energy and transport sector TAs assessed in this review—**Power** TA 4579, **Gas** TA 4235, and **Aviation** TA 4594—are low in achievement and low in client involvement, as is **Ag-NRM** TA 4311. Based on available information, energy and transport sector TAs are comparatively weak. Although the TAs reported accomplishments, overall achievements were few and client involvement was limited, resulting in the low assessment scores. Achievements of the TAs included the following: the **Power** TA implemented some training and developed a Phase II training plan; the **Gas** TA assessed the situation of the Ministry of Mines and Industries and Afghan Gas; the Aviation TA developed a restructuring and transition program to result in a Directorate of Civil Aviation and a Civil Aviation Regulatory Authority; and the **Ag-NRM** TA responded to MAAH request to assist the ministry to develop various project proposals for donor funding.

C. **Conclusions**

Based on available documentation, ADB TAs has contributed significantly to fulfilling Afghanistan's development agenda through achievements in areas essential to moving the agenda forward. The range of actions undertaken and achieved, or in process, is wide and addresses I-ANDS Pillar 3, Economic and Social Development as well as the Governance component of Pillar 2.

ADB capacity building TA initiatives do not function in a vacuum but are influenced by the context in which they operate, as they expectedly influence that context. Thus, conditions prevailing at the time initiatives were introduced in 2002, many of which remain, influenced these initiatives. What TA initiatives have accomplished, and continue to accomplish, are elements of what is widely-accepted as good development work. Among others, good development work calls for situation analysis, planning and strategizing, creating an enabling policy/legislative environment, coordinating with donors and other stakeholders, training for implementation, and developing tools (systems/processes/procedures/methodologies) to support implementation. These elements correspond to the collective achievements of the majority of TAs detailed in this review.

While collective achievements are considerable and noteworthy, the TAs was less adept at capacity development which was their purported purpose. Nonetheless, based on the Assessment Matrix applied in this review, there has been some improvement in TA capacity building over time. For the earlier Cluster TA 3874-AFG, 30% of TA achievements were accomplished by the consultant and client together or by the client alone, having been prepared by the consultant. The remaining 70% of achievements were accomplished largely by the consultant alone. For the Individual TAs, which typically began later than Cluster TAs, achievements accomplished by the consultant and client together or by the client alone have risen to 38%. The percent of achievements accomplished largely by the consultant alone has thus decreased to 62%. In the face of Government and donor frustration with overall capacity development efforts in Afghanistan, this is a positive indication that improvement is possible and there is room for optimism in this regard.

V. **LESSONS LEARNED**

The literature on capacity development is steadily increasing and lessons learned continue to be articulated. Some lessons learned through design and implementation of TAs

in Afghanistan are similar to those identified by the global community while others are more specific to Afghanistan. Lessons are listed below.

- (i) AFRM capacity development experience in Afghanistan confirms earlier ADB findings that building capacity in DMCs is more complex, more difficult, and more time-consuming than had first been envisaged.²⁵
- (ii) The expectations set for the majority of capacity development TAs are overly-ambitious and unrealistic given Afghanistan's political and capacity development context.
- (iii) The purpose and objectives of capacity development TAs reviewed, while broadly referring to capacity development, seldom adequately identify the desired capacity development outcomes.
- (iv) The demand for capacity development in the provinces and districts is growing and has yet to be addressed.
- (v) In many instances, Government was unable or unwilling to assign counterparts, decreasing the relevance and usefulness of the advisor/counterpart model of capacity development applied in many TAs.
- (vi) There are singularly few domestic private-sector businesses, NGOs, or educational institutions qualified to provide training and capacity development services in ADB's priority sectors of engagement.
- (vii) The assumption that "technical" consultants such as engineers and economists also are equally skilled at facilitating the teaching/learning process, that is capacity development, is highly questionable. While complementary, the skill sets required for each specialty area are not the same.
- (viii) It appears that the closer a given ministry is to completing the Priority Reform and Restructuring process the more likely it is to effectively exploit and benefit from capacity development initiatives. Further effort needs to be invested in ministries that have yet to adopt and integrate public administration reforms.
- (ix) It is worth emphasizing that there continues to be an awesome need for capacity development in the enabling environment, in organizations, and with individuals in Afghanistan. The lesson is that more effective, efficient, and sustainable ways need to be adopted, designed, or discovered to meet this tremendous need.

VI. RECOMMENDATIONS

This has proven to be an opportune time for ADB to review its capacity development TAs. Post-conflict stabilization and reconstruction in Afghanistan began under extreme conditions. With this as a beginning, almost all donors have since contributed to capacity development in Afghanistan in one way or another. Some of the weaknesses of first phase capacity development efforts in Afghanistan can be attributed to the volatile political context, the immensity of the stabilization and reconstruction challenge, and the urgency of the tasks. At this point, capacity development needs to advance to a second phase where it is informed by experience and guided by the government-supported frameworks and strategies put in

²⁵ ADB. 2001. *Technical Assistance Performance Audit on Selected Technical Assistance for Strengthening Evaluation in Development Member Countries*. Manila.

place to coordinate donor efforts and build a state and society that provides security and livelihood to all Afghans.

The Joint Coordination and Monitoring Board (JCMB), established to coordinate the efforts of Afghanistan's many international partners and to monitor progress toward the Afghanistan Compact of 2006, recently requested IARCSC to review aspects of the civil service. This resulted in an April 2007 draft of a new Capacity Development Plan for the Civil Service in Afghanistan, designed to build line ministry capacity in common government functions. President Hamid Karzai, opening the April 2007 Afghanistan Development Forum, highlighted both progress and priority concerns related to capacity development and emphasized the importance of sustained international engagement in this as well as other areas. Following-up, the Senior Economic Advisor to the President emphasized the need to rethink technical assistance so as to build more appropriate and sustainable capacities to support public and private sector development in Afghanistan. Background documents for the May 2007 Fifth JCMB Meeting included a newly-crafted National Capacity Building Policy. Clearly, capacity development is high on the Government agenda.

The following recommendations are derived from this review and offered within the context of the above.

A. Strategic

- (i) Harmonize TA activity with Government priorities as articulated in the ANDS and the Government Public Administration Reform Program, adopting a measured approach to build, sustain, and retain capacity over the long-term.
- (ii) With sector stakeholders, build on AFRM experience and articulate a second-generation set of capacity development TAs. Develop an AFRM Capacity Development Strategy which (a) identifies the priority reforms, themes, skill sets, and/or ministries in which there is high need, high stakeholder interest in ownership and participation, and in which AFRM has comparative advantage to develop capacity and (b) identifies mechanisms and time-frame for implementing the Strategy.
- (iii) Fund fewer longer-term TAs focused on developing, maintaining, and sustaining capacity in fewer specific priority areas across ministries and/or bundle TAs such that sufficient time and resources are allocated to develop a critical mass of capacity in a given theme or ministry.

B. Tactical

- (i) Within ADB sector priorities, design an assessment model and prepare a cadre of ministry staff to collaboratively conduct comprehensive ministry-wide capacity assessments. While not all needs identified will be met through ADB-supported TA, TAs will be planned and implemented within the overall assessment framework.
- (ii) Collaboratively design and pilot-test a provincial-level capacity assessment and develop strategies for extending capacity development TA to the provinces.
- (iii) Develop improved mechanisms for monitoring and formatively evaluating capacity development aspects of TAs and for providing feedback to improve performance as may be needed. Devolve administrative responsibility to AFRM, identifying an AFRM focal point, or appointing a dedicated staff person, responsible for same.

- (iv) Ensure TA objectives and corresponding consultant TORS focus on and clearly articulate capacity development outcomes and indicators of progress toward achieving outcomes.
- (v) Within a given sector, commission an assessment to articulate constraints to capacity development and to examine alternative approaches to capacity development to remove priority constraints. Select two most likely-to-succeed approaches for pilot testing.
- (vi) Incorporate adult learning principles and methodologies in capacity development TA design and implementation. Twin adult learning specialists with technical specialists to bolster technical specialists performance in capacity development.
- (vii) Establish a transitory Capacity Development Center of Excellence to build domestic capacity to respond to training and capacity development needs of the country. Via the Center, design, deliver, monitor, and evaluate a series of trainings to prepare interested ministry, private-sector, NGO, and educational institutions to meet the capacity development challenge.
- (xiii) Convene a one-day workshop for representatives from all current capacity development TAs to reiterate the pre-eminence of capacity development and discuss ways to achieve same.
- (ix) Develop and distribute a capacity development learning package—containing related ADB policy documents, case studies, and government capacity development strategy documents—to current and future capacity development TAs.
- (x) Continue to meet the need for short-term gap-filling TA that targets specific outputs/outcomes within given time-frames. To keep expectations realistic, exclude reference to capacity development in the name of such TAs.

CONSULTANT TERMS OF REFERENCE

Contract: A12168
Project: RSC – C71256 (AFG): Assessment of ADB TA Impact on Capacity Building
Expertise: Project Development Impact Evaluation Specialist

Objective/Purpose of the Assignment

Support from a Staff Consultant is required to undertake a review of the delivery and effectiveness of TA projects as a direct complement to ADB's program in Afghanistan.

Scope of Work

The Staff Consultant, working in collaboration with AFRM staff and ADB Manila staff, will review representative TA Projects implemented by ADB in Afghanistan to assess their efficiency especially on capacity building aspects.

Detailed Tasks

The Staff Consultant, working in collaboration with AFRM staff and ADB Manila staff, will review representative TA Projects to assess their development impact.

As part of such an assessment, the Staff Consultant will undertake the following activities:

1. Develop a draft data collection and analysis methodologies plan and schedule and a final report outline.
2. Consolidate and review relevant TA documents, primarily Back to Office Reports/Aide Memoires, Project Completion Reports, and other related documents.
3. Assess TA projects against criteria of (i) achievements (what has been or is likely to be accomplished based on documented expectations), (ii) relevance (to ADB's program in Afghanistan), and (iii) strengths/weaknesses of the project.²⁶
4. Identify critical issues and lessons learned through the implementation of TA projects to date so as to inform future TA projects and develop recommendations addressing specific implementation issues and/or lessons-learned.
5. Comment on the strategic role of TA projects with respect to ADB's overall program in Afghanistan.

Output/Reporting Requirements

At the end of the assignment, the consultant will prepare and provide a detailed report with findings, recommendations, and conclusion.

²⁶ In consultation with AFRM, modified to exclude assessment of strengths/weaknesses and to focus on TA expectations and achievements within a capacity development context.

PERSONS CONSULTED

Mr. Grant Curtis	Senior Country Specialist	AFRM
Mr. Rafi Fazil	Economic Officer	AFRM
Ms. Michaela Prokop	Country Economist	AFRM
Mr. Joji Tokeshi	Deputy Country Director	AFRM
Ms. Maggie Anosan	Administrative Assistant, Central and West Asia Infrastructure Division (CWID)	ADB Manila
Mr. Arnaud Cauchois	Rural Development Specialist, Central and West Asia Department (CWRD)	ADB Manila
Ms. Adora de Guito	Project Implementation Officer, Agriculture, Environment, and Natural Resources Division, CWRD (CWAE)	ADB Manila
Ms. Leah Gutierrez	Senior Social Sector Specialist, Agriculture, Natural Resources and Social Services Division, SARD (SANS)	ADB Manila
Mr. Xavier Y. Humbert	Energy Specialist, CWID	ADB Manila
Ms. Ana Maria A. Ignacio	Operations Officer, Infrastructure Division, Central and West Asia Department	ADB Manila
Mr. Allan Kelly	Principal Project Economist Central and West Asia Department	AFRM
Ms. Linda Dimayuga	Assistant Project Analyst, CWAE	ADB Manila
Ms. Nina V. Oliveros	Administrative Assistant, Country Coordination and Regional Cooperation Division CWRD (CWOC)	ADB Manila
Mr. Thomas Panella	Senior Water Resources Specialist, Agriculture, Environment, and Natural Resources Division, Central and West Asia Department	ADB Manila
Ms. Leah Pati-An	Administrative Assistant, CWID	ADB Manila
Ms. Anicia Q. Rullan	Associate Project Analyst, CWRD	ADB Manila
Mr. S. Sasaki	Energy Specialist, CWID	ADB Manila
Mr. Prianka Seneviratne	Principal Transport Specialist, CWID	ADB Manila

GOVERNANCE INDICATORS

Dimension of Governance	Countries or Territories Measured	Afghanistan's Rank	Per-centile	Countries with Neighboring Rank
1: Voice and Accountability: Measuring political, civil and human rights.	199	177	11	Vietnam Ivory Coast
2: Political Instability and Violence: Measuring the likelihood of violent threats to, or changes in government, including terrorism.	186	184	1	Burundi Liberia
3: Government Effectiveness: Measuring the competence of the bureaucracy and the quality of public service delivery.	192	182	5	Equatorial Guinea Burundi = Sierra Leone
4: Regulatory Burden: Measuring the incidence of market-unfriendly policies.	197	191	3	Zimbabwe Myanmar
5: Rule of Law: Measuring the quality of contract enforcement, the police, and the courts, as well as the likelihood of crime and violence.	196	191	3	Liberia Myanmar
6: Control of Corruption: Measuring the exercise of public power for private gain, including both petty and grand corruption and state capture.	198	191	4	Liberia Nigeria
Totals & Average	1168	1116	4	

Source: Kaufmann, Daniel; Kraay, Aart; and Mastruzzi, Massimo. 2005. *Governance Matters IV: Governance Indicators for 1996-2004*. Washington, DC: World Bank.

DOCUMENTS REVIEWED

General

ADB. 2002. *AFG AOTA 36139-01*. Manila.

ADB. 2002. *Proposed Technical Assistance Cluster to the Republic of Afghanistan for Capacity Building for Reconstruction and Development*. May 2002. TAR: AFG 36139. Manila.

ADB/AFRM. 2005. *Quarterly Progress Report on Status and Performance of ADB-Financed Projects in Islamic Republic of Afghanistan*. March 2005. Kabul.

ADB. 2005. *Progress Report on TA Cluster 3874-AFG: Capacity Building for Reconstruction and Development and TA 3875-AFG: Disaster Preparedness and Management Capacity Building in the Islamic Republic of Afghanistan*. January 2005. Kabul or Manila.

AFRM. 2007. Table: *Technical Assistance (TAs) in Afghanistan (as of 12 April 2007)*. Kabul.

TA 3874-AFG: 1a

ADB. 2004. *TA Sub cluster Progress Report: Component 1a*. Manila.

AFC Consultants International and Scanagri Denmark A/S. 2005. *TA No. 3874-AFG: Capacity Building for Reconstruction and Development (Component 1 A: Capacity Building and Institutional Reorganization in Agriculture and Natural Resources Sector Institutions): Final Report*. June 2005. Bonn: AFC.

TA 3874-AFG: 1b1

BCEOM. 2004. *Asian Development Bank TA 3874-AFG-AFG Component 1 B (sic) Water Resource Management and Planning: Final Report*. April 2004. Unidentified.

TA 3874-AFG: 1b2

Scanagri. 2005. *TA No. 3874-AFG Capacity Building for Reconstruction and Development, Component 1B.2 Agriculture and Natural Resource Management Planning: Final Report*. February 2005. Denmark: Scanagri.

TA 3874-AFG: 1b3

Foley, Patrick. 2005. *Monitoring and Evaluation Advisor, MRRD, TA 3874-AFG – AB.3 (AFG): Rural Livelihood Improvement and Development of MRRD Monitoring and Evaluation*. 20 December 2005. Unidentified.

TA 3874-AFG: 1c

ADB. 2005. *Progress Report on TA Cluster 3874-AFG: Capacity Building for Reconstruction and Development and TA 3875-AFG: Disaster Preparedness and Management Capacity Building in the Islamic Republic of Afghanistan*. January 2005. Kabul.

TA 3874-AFG: 2a

GOPA Consultants. 2004. *Afghanistan Capacity Building for Reconstruction and Development (Cluster 2A: Capacity Building of the Ministry of Higher Education) TA No. 3874-AFG*. September 2004. Bad Homburg: GOPA.

TA 3874-AFG: 2b

Hifab International AB (Nordin, Lars and Vardigans, Stephen). 2005. *Technical Assistance to the Islamic Transitional State of Afghanistan for Capacity Building in the Ministry of Education ADB: TA 3874-AFG-AFG*. April 2005. Hifab.

TA 3874-AFG: 2c

Oxford Policy Management (Naylor, Mike). 2005. *Capacity Building for MOH in Afghanistan (Ta No. 3874-AFT) Final Report*. April 2005. OPM.

TA 3874-AFG: 3a

ADB. 2005. *Progress Report on TA Cluster 3874-AFG: Capacity Building for Reconstruction and Development and TA 3875-AFG: Disaster Preparedness and Management Capacity Building in the Islamic Republic of Afghanistan*. January 2005. Kabul or Manila.

TA 3874-AFG: 3b

ADB. 2005. *Progress Report on TA Cluster 3874-AFG: Capacity Building for Reconstruction and Development and TA 3875-AFG: Disaster Preparedness and Management Capacity Building in the Islamic Republic of Afghanistan*. January 2005. Kabul or Manila.

Intercontinental Consultants and Technocrats Pvt. Ltd. (ICT). 2005 *Capacity Building for Reconstruction and Development (TA No.: 3874 : AFG) Poverty and Social Analysis Qaisar to Daraii Bum Section of Herat – Andkhoy Road. Final Report*. July 2005. New Delhi: ICT.

TA 3874-AFG: 3c

ADB. 2005. *Progress Report on TA Cluster 3874-AFG: Capacity Building for Reconstruction and Development and TA 3875-AFG: Disaster Preparedness and Management Capacity Building in the Islamic Republic of Afghanistan*. January 2005. Kabul or Manila.

PADECO Co., LTD. 2004. *TA No. 3874-AFG: Capacity Building for Reconstruction and Dvelopment (Subcomponent 3c – Development of Framework and Legislation for Cross-Border Trade) Draft Final Report Part 1: Main Volume (Executive Summary)*. March 2004. Tokyo: PADECO.

TA 3874-AFG: 3d

ADB. 2005. *Progress Report on TA Cluster 3874-AFG: Capacity Building for Reconstruction and Development and TA 3875-AFG: Disaster Preparedness and Management Capacity Building in the Islamic Republic of Afghanistan*. January 2005. Kabul or Manila.

TA 3874-AFG: 3e

ADB. 2005. *Progress Report on TA Cluster 3874-AFG: Capacity Building for Reconstruction and Development and TA 3875-AFG: Disaster Preparedness and Management Capacity Building in the Islamic Republic of Afghanistan*. January 2005. Kabul or Manila.

Maunsell Ltd. 20004. *Capacity Building for Reconstruction and Development, Component 3E: A Study of Power Interconnection for Regional Trade, Final Report*. September 2004. Auckland: Maunsell.

TA 3874-AFG: 3f

Hoda, S. 2003. *TA 3874-AFG-AFG Capacity Building for Reconstruction and Development: Gas Sector Rehabilitation, Final Report (Executive Summary)*. May 2003. Unidentified.

TA 3874-AFG: 3g

Hoda, S. 2003. *TA 3874-AFG-AFG Capacity Building for Reconstruction and Development: Petroleum Storage Rehabilitation, Final Report (Executive Summary)*. May 2003. Unidentified.

TA 3874-AFG: 4a

SchlumbergerSema. 2003. *National Payments System for the Islamic Republic of Afghanistan TA 3874-AFG-AFG Final Report. Draft (B)*. 19 August 2003. Unidentified. (NOTE: Chapters 9 and 10 missing from report.)

TA 3874-AFG 4b

Carnahan, Michael. Undated. *TA Cluster for Reconstruction and Development (AFG-3874) Capacity Building for the Ministry of Finance in Afghanistan: End of assignment report*. Kabul.

Lockhart, Clare. 2005. *Report on the financial and economic issues facing Afghanistan during the Bonn process*. (referred to as Final Report). May 2005. Kabul.

TA 4311

ADB. 2003. *Technical Assistance to the Islamic State of Afghanistan for Capacity Building in Agriculture and Natural Resource Management for Programming, and Aid Management and Coordination*. December 2003. TAR: AFG 37055. Manila.

Singh, Surya. (2006). *Capacity Building in Agriculture and Natural Resources Management for Programming and Aid Management and Coordination: End of Tour Report*. September 2006. Kabul.

TA 4334

ADB. 2004. RRP: AFG 37046. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan and Technical Assistance Grant to the Islamic Republic of Afghanistan for the Agriculture Sector Program*. Manila.

Matsuo, T. (Principal Project Specialist, SAAE). 2005. *Loan 2083-AFG (SF): Agriculture Sector Program and TA 4334-AFG: Capacity Building for Agriculture Policy Reform – BTOR of Loan and TA review Mission (25 – 30 June 2005)*. July 2005. Manila.

Cauchois, A. (Rural Development Specialist, CWAE). 2006. *Loan 2083-AFG (SF): Agriculture Sector Program and TA 4334-AFG: Capacity Building for Agriculture Policy Reform – BTOR of Loan and TA review Mission (21 – 26 June 2006)*. July 2006. Manila.

AFC Consultants International and Scanagri Denmark A/S. (2006). *TA 4334-AFG: Capacity Building for Agriculture Policy Reform (Tar 38002-01) Volume 1: Final Report*. December 2006. Bonn.

Buckley, Peter. 2005. *ADB TA. No. 4334-AFG: Capacity Building for Agricultural Policy Reform, Final Report, Human Resources Expert*. December 2005. Kabul.

TA 4483

ADB. 2004. *Technical Assistance to the Islamic Republic of Afghanistan for Capacity Building in Land Policy and Administration Reform (Cofinanced by the Government of the United Kingdom)*. December 2004. TAR: AFG 38221. Manila.

Cauchois, A. (Rural Development Specialist, CWAE). 2007. *TA 4483-AFG: Capacity Building for Land Policy and Admin Reform – BTOR of mid term review mission*. January 2007. Manila.

Scanagri. 2006. *Afghanistan Capacity Building for Land Policy and Administration Reform ADB/DFID TA 4483-AFG, Interim Report*. December 2006. Kabul.

TA 4235

ADB. 2003. *Technical Assistance to the Islamic State of Afghanistan for Institutional Strengthening of the Gas Sector*. December 2003. TAR: AFG 37077. Manila.

Canadian Petroleum Institute. 2006. *TA 4235-AFG, Interim Report, Institutional Strengthening for the Gas Sector – Afghanistan*. February 2006.

TA 4579

ADB. 2005. RRP: AFG 37078. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan and Asian Development Fund Grant and Technical Assistance to the Islamic Republic of Afghanistan for the Power Transmission and Distribution Project*. Manila.

ADB. Capacity Building for the Power Sector: Afghanistan. Available: <http://www.adb.org/Documets/PIDs/37082012.asp>

Bull, Trevor. 2005. *ADB TA 4579 AFG Technical Assistance for Capacity Building (for the Ministry of Energy and Water [MEW]): Draft Work Plan*. July 2005 (sic August 2005).

Bull, Trevor. 2006. *TA 4579 AFG Progress Report & Phase 2 Training Plan*. November 2006. (sic January 2007).

TA 4594

ADB. 2005. *Technical Assistance to the Islamic Republic of Afghanistan for Capacity Strengthening of the Civil Aviation Sector*. June 2005. TAR: AFG 37264. Manila.

Aviation Consultants International. 2007. *Draft Final TA Report TA No. 4594-AFG*. February 2007.

TA 3875

ADB. 2002. *Technical Assistance to the Republic of Afghanistan for Disaster Preparedness and Management Capacity Building*. May 2002. TAR: AFG 36180. Manila.

ADB. 2005. *Technical Assistance Completion Report Disaster Preparedness and Management Capacity Building (Afghanistan) (TA 3875-AFG)*. September 2005. Manila.

TA 4244

ADB. 2003. *Proposed Technical Assistance to the Islamic State of Afghanistan for the Support for Public Administration Reform Program*. November 2003. TAR: AFG 37021. Manila.

Ututalum, Cristy. (2005). *ADB TA 4244 Mid Term Review Final Report*. December 2005. Manila.

(Mission). 2007. *Aide Memoire: Loan 2215-AFG: Fiscal Management and Public Administration Reform Program, Grant 0030-AFG: Capacity Building for Institutional Reform, TA 4244-AFG: Support for Public Administration Reform, Review Mission: 7-143 February 2007*. Kabul/Manila.

TA 4313

ADB. 2003. *Proposed Technical Assistance to the Islamic State of Afghanistan for Poverty Assessment and Socioeconomic and Macroeconomic Statistical Capacity Building*. December 2003. TAR: AFG 37047. Manila.

Chander, Datuk. 2006. *Report on Mid-Term Review of the ADB TA Project on Poverty Assessment and Socioeconomic and Macroeconomic Statistical Capacity Building in Afghanistan*. July 2006. Great Falls, VA.

Fawcett, B. Country Director AFRM Memo to Jin, L. Vice President Operations 1. *TA 4313-AFG: Poverty Assessment and Socioeconomic and Macroeconomic Statistical Capacity Building – Major Change in Scope and Implementation Arrangements*. 1 August 2006.

Palan, V.T. 2007. *Progress Report 29 January 2007 to 7 April 2007, TA-4313 (AFG): Poverty Assessment and Socio Economic and Macro Economic Statistical Capacity Building*. Kabul.

Chander, D. 2007. *Report on Completion of Assignment ADB TA Support to CSO Afghanistan: TA 4313*. 7 May 2007. Washington DC.

Jammal, Y. 2007. *Afghanistan's Integrated Business Enterprise Survey: Report on First Mission*. 28 May 2007. Kabul.

TA 4502

ADB. 2004. *Technical Assistance to the Islamic Republic of Afghanistan for the Capacity Building of the Ministry of Finance*. December 2004. TAR: AFG 37053. Manila.

Banarjee, Paul. 2005. *Report of the Principal Advisor and Advisor on Fiscal Affairs to the Deputy Minister for Finance Ministry of Finance, Government of Afghanistan, 21 June – 30 September 2005, TA-4502 (AFG) – Capacity Building of the Ministry of Finance*. Submitted to ADB. Kabul.

Dollis, Bradley. *Project TA-4502 Capacity Building of the Ministry of Finance. Report #7 for the Full Period of the Contract May 2005-December 2006*. Kabul.

Hager, Ron. *Report on ADB Assignments between June 1, 2005 and October 31, 2005*. Kabul.

McDonald, John. 2007. *Summary of Assignment Memo*. April 17, 2007. Kabul.

Ishaque, Mohammad. *Final Report under Contract #SO7197 Memo*. April 17, 2006. (NOTE: As this is work accomplished after June 2005, achievements documented in this report are included in this review under TA 4502.)

TA 4699

ADB. 2005. *Technical Assistance Islamic State of Afghanistan: Building the Capacity of the Ministry of Commerce for Trade and Transit Facilitation*. November 2005. TAR: AFG 39571. Manila.

Cabanius, Philippe. *Consolidated Progress Report April 2006 - March 2007 & Work Plan April 2007 - November 2007*. April 2007. Kabul.

TA 3874-AFG COMPONENT OVERVIEWS AND ASSESSMENT MATRICES

Data in tables in this Appendix are based on sources listed in Appendix 4.

Abbreviations Used in this Appendix

AG/NRM	Agriculture and Natural Resources Management Sector
AM	Aide Memoire
BTOR	Back to Office Report
DAB	Da Afghanistan Bank
DU	Data Unavailable
EIRRP	Emergency Infrastructure Rehabilitation and Reconstruction Project
HQ	ADB Headquarters Manila
ICFR	Individual Consultant Final Report
IR	Interim Report
MAAH	Ministry of Agriculture and Animal Husbandry
MCAT	Ministry of Civil Aviation and Tourism
MIWRE	Ministry of Irrigation, Water Resources, and Environment
MMI	Ministry of Mines and Industry
MOC	Ministry of Commerce
MOE	Ministry of Education
MOF	Ministry of Finance
MOHE	Ministry of Higher Education
MOPH	Ministry of Public Health
MOPW	Ministry of Public Works
MOT	Ministry of Transport
MPW	Ministry of Public Works
MRRD	Ministry of Rural Rehabilitation and Development
MTR	Mid-Term Report
MWP	Ministry of Water and Power
PFR	Project Final Report
PPTA	Project Preparatory Technical Assistance
PR	Progress Report
PRR	Priority Reform and Restructuring
TAR	Technical Assistance Report
VocEd	Vocational Education

Table A5.1: Component 1a - Capacity Building and Institutional Reorganization in Agriculture and Natural Resources Sector Institutions.

Basic Data			
Grant Amount (\$'000):	980	Ministry Counterpart:	MAAH, MRRD, MIWRE
Approval Date ²⁷:	10/02	Date/Type Document Available for Review:	Latest 06/05 PFR
MOU Signing:	08/02	Current Administration:	AFRM
Date 1st Fielding AFG:	05/03	Sector:	AG/NRM
Purpose/Impact/Outcomes: Address institutional strengthening and capacity building in the three ministries and selected provincial offices to provide a framework for change, program, and project management. Improve implementation capacities and address immediate needs in the three institutions and develop a strategic framework to address longer-term needs. Focus on: planning and management support; human resources development support; financial management support, and institutional reform support.			
Key Achievements: MAAH: Provided OJT in planning for National Development Budget, National Priority Projects, and Securing Afghanistan's Future. Formulated approved Policy Framework for the Agriculture Sector. Trained 10 officials in 5-month management course in Bangladesh. Provided English/computing and planning/report/proposal training for 250 and 30 staff respectively. Assessed MAAH structures/institutions and prepared a report for future reforms. MRRD: Trained 70 MRRD staff in organizational development and 10 officials in 5-month management course in Bangladesh. Via support for national consultants, provided support and OJT at ministry/provincial levels. MIWRE: Prepared for both stages PRR process ultimately resulting in PRR approval. Established/facilitated inter-ministry working group for water policy development; facilitated participative mechanisms for wide-range of stakeholder input. Produced approved National Policy Frameworks: (i) Strategic Policy Framework for Water Sector, (ii) Irrigation Policy Framework, and (iii) Water Resources Management Policy Framework. Contributed to establishment of fund disbursement system and prepared supporting training manual. Supplied equipment to all three ministries.			

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.	1		
3.	Systems/processes/procedures/methodologies developed for future action.	1		
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.	1		
5.	Studies/assessments/reviews undertaken/completed.			
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.	1		
10.	On-the-job training planned/delivered.	1		
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.		2	
13.	Policies/legislation formulated/adopted or progress made.		2	
14.	Equipment to support capacity activities provided.	1		
15.	Other capacity development activity.			
Achiever Scores		8	2	
TA Total Score: 10				

Table A5.2: Component 1b1 - Support for Water Resources Management and Planning.

²⁷The approval date for TA 3874-AFG as a whole was 05/02. Approval dates for individual components are as reported in ADB. 2005. *Progress Report on TA Cluster 3874-AFG: Capacity Building for Reconstruction and Development and TA 3875-AFG: Disaster Preparedness and Management Capacity Building in the Islamic Republic of Afghanistan*. January 2005. Kabul or Manila.

Basic Data

Grant Amount (\$'000):	1,680	Ministry Counterpart:	MIWRE
Approval Date:	10/02	Date/Type Latest Available for Review:	Document 04/04 PFR
MOU Signing:	08/02	Current Administration:	AFRM
Date 1st Fielding AFG:	DU	Sector:	AG/NRM
Purpose/Impact/Outcomes: This component was not specifically included in the original TAR. Reference in the Final Report to the flexibility of the TA and to changes in the TOR suggest purpose is through capacity building to support the development of a sound institutional framework for the water sector by assisting in the restructuring (PRR) process in MIWRE; facilitating the development of policies, plans, and strategies; and responding to needs identified by the MIWRE.			
Key Achievements: Established regular donor coordination meetings. Set-up/facilitated (i) Policy and (ii) Re-organization and Reform Working Groups to address water policy/institutional reform issues. Wrote brief water resources policy paper based on input from TA supported workshop attended by senior-level stakeholders. Prepared numerous detailed documents in English/Dari to support PRR process at Stages 1 and 2 including strategies, implementation plans, salary scales, and job descriptions. Developed a hydro-meteorological data-base and data-base to track projects. As preparation for a larger ADB irrigation project, technically advised on Mazar-e-Sharif irrigation rehabilitation project, providing OJT to MIWRE staff. Developed a River Basin Management strategy paper which model can be tested in future ADB irrigation projects (Balkh River and Western Regions). Wrote proposal for rehabilitation of hydro-meteorological network; wrote strategy for groundwater management; and contributed to ADB irrigation project PPTAs.			

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.	1		
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.	1		
5.	Studies/assessments/reviews undertaken/completed.			
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.	1		
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.		2	
13.	Policies/legislation formulated/adopted or progress made.		2	
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	5	2	
	TA Total Score: 7			

Table A5.3: Component 1b2 – Support for Agriculture and Natural Resources Management and Planning.

Basic Data

Grant Amount (\$'000):	650	Ministry Counterpart:	MAAH
Approval Date:	10/02	Date/Type Latest Available for Review:	Document 02/05 PFR
MOU Signing:	08/02	Current Administration:	AFRM
Date 1st Fielding AFG:	05/03	Sector:	AG/NRM
Purpose/Impact/Outcomes: To develop policies/strategies and build capacity in MAAH for planning/managing/monitoring focusing on (i) agriculture policies and strategies; (ii) development planning/ management; (iii) agricultural research/technology transfer systems and (iv) forestry/rangeland management. Includes: assess agriculture/livestock and markets situation; develop national pilot projects; improve data collection/analysis; build capacity; support development planning/management; develop coordination/M&E mechanisms; and examine institutional regulations/requirements to facilitate private sector-led growth.			
Key Achievements:			
Agriculture policies/strategies: Supported collaborative development of agriculture sector policy/framework resulting in May 2004 Government approved document; facilitated stakeholder input. Document provides road map for sector interventions, defines public/private sector roles/responsibilities.			
Development planning/management: Established Department of Planning working group to assess existing planning, management, reporting, and coordination practices/procedures and develop alternatives as needed. Provided OJT/coaching/mentoring in national annual budget planning; contributed substantially to <i>Securing Afghanistan's Future</i> , a ten-year strategic development plan.			
Agricultural research/technology transfer systems: Assessed state of research facilities. Cooperatively with Research and Technology Department, reviewed/assessed current policies/strategies; formulated new policy and strategy framework with input from wide-range of stakeholders resulting in MAAH Minister endorsement of policy/framework. Designed/proposed five national programs for future action to implement policy/framework developed addressing agriculture extension, horticulture research, farming systems research, integrated pest/disease management, and post harvest technologies.			
Forestry/rangeland management: Adopted participatory strategy/working groups to engage senior Forest and Rangeland Department staff and other stakeholders in TA activities. Held workshops/seminars to review existing/formulate new policies endorsed by Minister in May 2004. Designed/proposed four pilot programs for possible future implementation. Supported a training study tour to Nepal for selected Forest and Rangeland Department staff and national consultant.			

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.		2	
2.	Plans/strategies/proposals developed/implemented or ongoing during project.		2	
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.			
5.	Studies/assessments/reviews undertaken/completed.		2	
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.		2	
11.	Coaching/mentoring provided.		2	
12.	Working Groups/other coordination organized/facilitated.		2	
13.	Policies/legislation formulated/adopted or progress made.		2	
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	1	7	
	TA Total Score: 8			

Table A5.4: Component 1b3 – Support for Rural Livelihood Improvement and Development of MRRD Monitoring and Evaluation.**Basic Data**

Grant Amount (\$'000):	683	Ministry Counterpart:	MRRD
Approval Date:	12/02	Date/Type Latest Document Available for Review:	12/05 ICFR
MOU Signing:	11/02	Current Administration:	AFRM
Date 1st Fielding AFG:	02/04	Sector:	AG/NRM

Purpose/Impact/Outcomes: Not specifically included in the original TAR, the purpose reflects part of the overall purpose of Sub cluster 1: to build MRRD capacity for monitoring reconstruction and development projects and programs in rural development. Due to delays in consulting recruitment, initial TORS revised to reflect changes in MRRD that had occurred by the time consultants fielded. TA modified to include TA support for national 10 senior M&E analysts (regional) and 20 M&E assistants (provincial) to assist in establishment of basic M&E system. Rural livelihood/social protection TOR largely preempted as Department for International Development UK implementing similar activities/TOR.

Key Achievements: Collaboratively reviewed M&E system; moved towards establishing/implementing an improved system; improved data collection/processing system through provision/training/coordination of regional/provincial staff; revised reporting formats; introduced photography as data collection method. Significant capacity building training program designed/supported by advisor ranging from induction training for 30 new staff, series training in M&E processes/procedures for all 140 M&E department staff, training of 75 field and 50 engineer monitors to advisor's development of M&E staff capacity enabling them to organize/deliver selected training. Staff identified need to improve engineers' technical monitoring skills and facilitated addressing these training needs. Staff assisted to develop/produce an M&E Manual for training and reference purposes. Built foundation for follow-on TA aimed at developing participatory evaluation methodologies. Provided OJT to organize/facilitate action teams to coordinate M&E work and established focal point system among MRRD central M&E and its five national programs. Along with M&E Director, contributed to formulation of decentralization proposal for future action.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.		2	
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.		2	
5.	Studies/assessments/reviews undertaken/completed.		2	
6.	Training/capacity development needs identified.			3
7.	Training curricula/programs designed.	1		
8.	Workshops/training delivered or supported via the TA.			3
9.	Educational materials developed/distributed.		2	
10.	On-the-job training planned/delivered.	1		
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.		2	
13.	Policies/legislation formulated/adopted or progress made.			
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	2	5	2
	TA Total Score: 9			

Table A5.5: Component 1c –Capacity Building for the Ministry of Irrigation, Water Resources, and Environment (MIWRE)²⁸.**Basic Data**

Grant Amount (\$'000):	840	Ministry Counterpart:	MIWRE MWP
Approval Date:	09/02	Date/Type Latest Available for Review:	Document 01/05 PR
MOU Signing:	08/02	Current Administration:	AFRM
Date 1st Fielding AFG:	DU	Sector:	AG/NRM
Purpose/Impact/Outcomes: To develop and support an effective environmental management capacity, particularly as it pertains to the collection of baseline data, and monitoring and promoting sustainable development. While focusing on two areas, organizational development and renewable energy, TORS were purposefully flexible to allow for TA response to ministry evolving capacity building needs.			
Key Achievements: Prepared a policy framework and plan for development/management of renewable energy resources presented to the Cabinet. Trained 50 officials in environmental impact assessment/monitoring. Assessment guidelines produced/ disseminated. Other internal/external (e.g., Kabul, USA) training delivered in water quality analysis and in renewable energy. Supplied technical (water chemistry laboratory and renewable energy technologies) and office equipment. Prepared/submitted PRR documents for Environment Department. Completed feasibility studies of micro hydro units. Developed/implemented several small-scale innovative infrastructure projects: first solar-powered building, solar-powered water supply system, solar/wind hybrid pump for drip irrigation system; solar hot water system.			

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.	1		
5.	Studies/assessments/reviews undertaken/completed.	1		
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.	1		
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.			
13.	Policies/legislation formulated/adopted or progress made.	1		
14.	Equipment to support capacity activities provided.	1		
15.	Other capacity development activity.			
	Achiever Scores	7		
	TA Total Score: 7			

²⁸ Data and subsequent assessment based solely on data in Appendix 3 of the following report: ADB. 2005. *Progress Report on TA Cluster 3874-AFG: Capacity Building for Reconstruction and Development and TA 3875-AFG: Disaster Preparedness and Management Capacity Building in the Islamic Republic of Afghanistan*. January 2005. Kabul.

Table A5.6: Component 2a – Capacity Building for the Ministry of Higher Education (MOHE).

Basic Data

Grant Amount (\$'000):	850	Ministry Counterpart:	MOHE
Approval Date:	07/02	Date/Type Latest Available for Review:	Document 09/04 PFR
MOU Signing:	05/02	Current Administration:	AFRM
Date 1st Fielding AFG:	Advisor: 08/02 Firm: 04/03	Sector:	Social
Purpose/Impact/Outcomes: To contribute to rebuilding Afghanistan's human capital by improving the capacity of MOHE and the higher education institutions to revitalize and reconstruct the higher education system focusing on (i) financial system/office management, (ii) infrastructure analysis and planning, and (iii) institutional development planning. Flexible TORs so as to respond to evolving needs.			
Key Achievements: Coached/mentored/assisted Minister in day-to-day activities. Reviewed/reorganized Administration Department as example for PRR; prepared ministry-wide PRR plans for future action. Developed/implemented office administration, accounting, and budgeting systems and trained staff in same. Developed data-base system (i) to track planned projects and (ii) of staff/students/programs for planning/monitoring/costing purposes. Developed plans/proposals for selected facilities and new construction. Contributed to policy paper, design of proposed community colleges and developed curriculum outline for business community college. Conducted training needs assessment and carried-out small number of trainings for limited number of participants (largely computing, English, and some on need/design/cost of facilities). Drafted policy for maintenance of higher education institutions and for a policy development unit in MOHE.			

Note: An advisor recruited as an individual consultant to facilitate start-up.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.	1		
5.	Studies/assessments/reviews undertaken/completed.			
6.	Training/capacity development needs identified.	1		
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.	1		
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.	1		
12.	Working Groups/other coordination organized/facilitated.			
13.	Policies/legislation formulated/adopted or progress made.		2	
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	6	1	
	TA Total Score: 7			

Table A5.7: Component 2b –Capacity Building for the Ministry of Education (MOE).

Basic Data			
Grant Amount (\$'000):	1,150	Ministry Counterpart:	MOE
Approval Date:	07/02	Date/Type Latest Available for Review:	Document 05/05 PFR
MOU Signing:	05/02	Current Administration:	AFRM
Date 1st Fielding AFG:	Advisor: 08/02 Firm: 04/03	Sector:	Social
Purpose/Impact/Outcomes: To build capacity for school rehabilitation and construction and build capacity in the education sector in skills development programs particularly those related to school rehabilitation and construction. Flexible TORS to respond to evolving needs, for example, following discussion with officials, decision not to expand activities to provinces (included in initial TOR) was taken as such action was not considered feasible.			
Key Achievements: Within MOE, focused on Departments of Construction, Vocational Education, Planning, and on procurement. Networked within ministry and donor community. Developed/delivered/provided educational materials for extensive training program including English/computing for over 600 staff; specialized training (auto-Cad, procurement, carpentry, surveying, and accounting) for over 80 staff. Delivered classroom and OJT training in procurement processes/procedures. Contributed to working group producing widely-used plans/guidelines/standards for school design/ construction; prepared plans/preliminary drawings for new/ revised designs for different types of schools. Promoted role of vocational education (VocEd) within Ministry/donor community and supported eight (four male, four female) VocEd staff in 10 day study tour to Bangladesh to examine effective VocEd training institutions. Conducted full needs assessment of vocational education sub-sector covering staffing, curriculum, materials development, and 40 VocEd schools. Began detailing procedures for GIS school mapping. Provided office/technical equipment.			

Note: An advisor recruited as an individual consultant to facilitate start-up.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.		2	
2.	Plans/strategies/proposals developed/implemented or ongoing during project.		2	
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.	1		
5.	Studies/assessments/reviews undertaken/completed.			
6.	Training/capacity development needs identified.	1		
7.	Training curricula/programs designed.	1		
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.	1		
10.	On-the-job training planned/delivered.	1		
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.		2	
13.	Policies/legislation formulated/adopted or progress made.			
14.	Equipment to support capacity activities provided.	1		
15.	Other capacity development activity. Explicitly reported and involved both males and females in study tour activities.		2	
	Achiever Scores	7	4	
	TA Total Score: 11			

Table A5.8: Component 2c – Capacity Building for the Ministry of Public Health (MOPH).

Basic Data			
Grant Amount (\$'000):	1,200	Ministry Counterpart:	MOH
Approval Date:	10/02	Date/Type Latest Available for Review:	Document 05/05 PFR
MOU Signing:	06/02	Current Administration:	AFRM
Date 1st Fielding AFG:	08/03	Sector:	Social
Purpose/Impact/Outcomes: To build capacity for overall administration and coordination; personnel management; financial management, and engineering at the central-level of MOH. Originally, to address such issues at the Provincial/ District level but focus on Central-level requested and approved by ADB.			
Key Achievements: Coached/mentored Ministry task forces in construction, human resources, finance, and logistics and participated on numerous working groups. Developed detailed work plan at inception. Reviewed central management structure linking results to PRR process including detailed analysis/plans for human resources, finance, and construction. Drafted personnel policies/procedures. Identified needs/designed/delivered capacity development implementation program for senior MOH staff focused on management; prepared learning materials; provided English/computing training. Developed Construction Protocol used by Ministry and partners for construction, health zoning, layout designs, service delivery guidelines. Classroom and OJT training for engineers in appraising construction proposals submitted by Kabul contractors; in basic principles of health facility design; and construction procurement. Wrote Construction management manual. Financial management system assessed resulting in proposed changes in structure, in accounting procedures, computerized system for budget creation and control and payroll, and internal auditing section. Training provided in aspects of system changes, selected changes implemented.			

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.	1		
3.	Systems/processes/procedures/methodologies developed for future action.	1		
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.	1		
5.	Studies/assessments/reviews undertaken/completed.	1		
6.	Training/capacity development needs identified.	1		
7.	Training curricula/programs designed.	1		
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.	1		
10.	On-the-job training planned/delivered.	1		
11.	Coaching/mentoring provided.		2	
12.	Working Groups/other coordination organized/facilitated.		2	
13.	Policies/legislation formulated/adopted or progress made.	1		
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	11	2	
	TA Total Score: 13			

Table A5.9: Component 3a – Capacity Building of Key Infrastructure Agencies, including Support for Road Reconstruction Projects.²⁹**Basic Data**

Grant Amount (\$'000):	2,977 ³⁰	Ministry Counterpart:	MPW, MOT, MCAT
Approval Date:	07/02	Date/Type Latest Available for Review:	Document 01/05 PR
MOU Signing:	07/02	Current Administration:	AFRM
Date 1st Fielding AFG:	09/02	Sector:	Multi
Purpose/Impact/Outcomes: Capacity building for the three ministries: Ministry of Public Works (MPW), Ministry of Transport (MOT), and Ministry of Civil Aviation and Tourism (MCAT)			
Key Achievements:			
MPW: Provided coaching/mentoring to minister. Mobilized MPW human and equipment resources for rehabilitation works on the Kandahar-Spin Boldak road. Supported MPW implementation of other ADB road projects. Carried-out feasibility studies on deteriorated road sections with output used to plan/prepare road component of larger ADB project, EIRRP; prepared selected bidding documents for EIRRP. Helped establish materials-testing laboratory.			
MOT: Coordinated with transport sector review team and provided input to the team's reports/proposals. Government action on recommendations in reports/proposals helped to fulfill requirements for release of second trenches funds from the ADB Post-Conflict Multi sector Program Loan.			
MCAT: Identified the Civil Aviation Training College of the Airports Authority of India/ financed two training courses. Twelve trainees completed an 8-week refresher area control course in August 2004. Fifteen new graduates from the Civil Aviation Training Center in Kabul to be trained under 50-week air traffic control course, expected completion June 2005.			

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.	1		
3.	Systems/processes/procedures/methodologies developed for future action.	1		
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.			
5.	Studies/assessments/reviews undertaken/completed.	1		
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.		2	
12.	Working Groups/other coordination organized/facilitated.			
13.	Policies/legislation formulated/adopted or progress made.			
14.	Equipment to support capacity activities provided.	1		
15.	Other capacity development activity.			
	Achiever Scores	6	1	
	TA Total Score: 7			

²⁹ Data and subsequent assessment based solely on data in Appendix 3 of the following report: ADB. 2005. *Progress Report on TA Cluster 3874-AFG: Capacity Building for Reconstruction and Development and TA 3875-AFG: Disaster Preparedness and Management Capacity Building in the Islamic Republic of Afghanistan*. January 2005. Kabul.

³⁰ \$2,977 is from AFRM. 2007. Table: *Technical Assistance (TAs) in Afghanistan (as of 12 April 2007)*. Kabul. The January 2005 Progress Report notes funding at \$2,460.

Table A5.10: Component 3b - Capacity Building for Project Planning and Sustainability in the Transport Sector.

Basic Data

Grant Amount (\$'000):	840	Ministry Counterpart:	MPW
Approval Date:	07/02	Date/Type Latest Available for Review:	Document 07/05 ICFR
MOU Signing:	07/02	Current Administration:	AFRM
Date 1st Fielding AFG:	DU	Sector:	Transport
Purpose/Impact/Outcomes: To provide the needed flexibility to the Government to carry-out transport sector studies of national importance. Focus on (i) road maintenance management and (ii) social dimensions of road development.			
Key Achievements: Road maintenance management: Developed a database on road inventory of primary highways. Provided OJT to develop MPW staff's capabilities to undertake periodic condition surveys. Assisted in preparation of documents for the Ministerial Conference on Transport and Trade in Central and South Asia held at ADB, Manila, and 31 July – 1 August 2003. Contributed to plan preparation for road component of larger ADB-financed project, EIRRP. Social dimensions: Studies/Assessments: Poverty and Social Analysis, Short Resettlement Plan, and situation of HIV/AIDS/STI and human-trafficking (all related to Herat-Andkhoy Road). Community input for the Poverty and Social Analysis study was obtained collaboratively with MPW engineer.			

Note: Data on road maintenance from ADB January 25 Progress Report. Data on social dimensions from July 2005 Consultant Final Report. Refer to *Documents Reviewed* Appendix for details of documents reviewed for this assessment.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.	1		
5.	Studies/assessments/reviews undertaken/completed.		2	
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.			
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.	1		
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.			
13.	Policies/legislation formulated/adopted or progress made.			
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	3	1	
	TA Total Score: 4			

Table A5.11: Component 3c – Development of Framework and Legislation for Cross-Border Trade.

Basic Data			
Grant Amount (\$'000):	500	Ministry Counterpart:	MPW
Approval Date:	07/02	Date/Type Latest Available for Review:	Document 03/04 PFR
MOU Signing:	07/02	Current Administration:	AFRM
Date 1st Fielding AFG:	10/02	Sector:	Transport
Purpose/Impact/Outcomes: To assist Afghanistan in addressing major transport-related cross-border issues by (i) improving cooperation with neighboring countries, (ii) promoting formulation of agreements allowing freer flow of good/people, (iii) conducting national workshops for stakeholders, and (iv) facilitating participation in regional workshops. Later revised to exclude national workshops and increase role in ADB supported regional workshop held in Manila.			
Key Achievements: Conducted study of overall transport-related cross-border situation which output was presented/discussed at Ministerial Conference on Transport and Trade in Central and South Asia held on 31 July-1 August attended by stakeholders from Pakistan, Uzbekistan, Tajikistan, Afghanistan with Iran as observer. Assessed condition of infrastructure along transport corridors identified for the cross-border transport study. Identified/reviewed legal studies and transport sector legislation. Proposed short/long-term interventions to improve cross-border transport. Contributed to policy and institution-related work in the sector financed by other sources and to larger ADB project targeting transport sector reforms.			

Note: Data from ADB January 25 Progress Report and other reports. Refer to *Documents Reviewed* Appendix for details of documents reviewed for this assessment.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.			
5.	Studies/assessments/reviews undertaken/completed.	1		
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.			
13.	Policies/legislation formulated/adopted or progress made.	1		
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	4		
	TA Total Score: 4			

Table A5.12: Component 3d – Capacity Building and Training for the Ministry of Water and Power.³¹

Basic Data

Grant Amount (\$'000):	700	Ministry Counterpart:	MWP
Approval Date:	06/02	Date/Type Latest Available for Review:	Document 01/05 PR
MOU Signing:	05/02	Current Administration:	AFRM
Date 1st Fielding AFG:	08/02	Sector:	Energy
Purpose/Impact/Outcomes: To strengthen the capacity of MWP and Da Afghanistan Breshna Moassese (DABM) under the MOP responsible for generation, transmission, distribution, and sale of electricity in overall project and financial management.			
Key Achievements: Technically advised (coaching/mentoring) MWP and DABM. Helped establish a Program Implementation Unit. Collaborated with other advisors to prepare PRR documents. Helped MWP implement power component of EIRRP. Facilitated training programs (accounting, computers/ OJT in loan disbursement). Developed plan for technical project management training. Provided office equipment.			

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.			
5.	Studies/assessments/reviews undertaken/completed.			
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.		2	
12.	Working Groups/other coordination organized/facilitated.	1		
13.	Policies/legislation formulated/adopted or progress made.			
14.	Equipment to support capacity activities provided.	1		
15.	Other capacity development activity.			
	Achiever Scores	4	1	
	TA Total Score: 5			

³¹ Data and subsequent assessment based solely on the following report: ADB. 2005. *Progress Report on TA Cluster 3874-AFG: Capacity Building for Reconstruction and Development and TA 3875-AFG: Disaster Preparedness and Management Capacity Building in the Islamic Republic of Afghanistan*. January 2005. Kabul.

Table A5.13: Component 3e –Study of Power Interconnection for Regional Trade.

Basic Data			
Grant Amount (\$'000):	500	Ministry Counterpart:	MWP
Approval Date:	06/02	Date/Type Latest Available for Review:	Document 09/04 PFR
MOU Signing:	05/02	Current Administration:	AFRM
Date 1st Fielding AFG:	11/02	Sector:	Energy
Purpose/Impact/Outcomes: To optimize power generation through regional interconnections and promote sustainable power development in Afghanistan and to harmonize transmission planning, design, and operational practices to promote sub regional power trade. (Two part TA: Part A undertaken by individual consultant and Part B by consulting firm.)			
Key Achievements: Part A. Reviewed existing studies and assessed demand/supply of electricity for Afghanistan including demand forecast until 2020 concluding demand greater than supply. Facilitated senior MPW officials' study tour to Manila to conduct comparative study on Manila Electric Company and National Power Corporation in the Philippines. Recommended priority projects to meet largely Kabul demand for electricity in the short term. Part B. Identified MWP training needs to support technology development in the power sector. Reviewed existing systems and practices; analyzed technical systems and institutional aspects, proposed a phased investment program over the period 2006-2015 as a basis for power interconnection for Regional trade.			

Note: Data on Part A from ADB January 25 Progress Report. Data on Part B from September 2004 Consultant Firm Final Report. Refer to *Documents Reviewed* Appendix for details of documents reviewed for this assessment.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.			
5.	Studies/assessments/reviews undertaken/completed.	1		
6.	Training/capacity development needs identified.	1		
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.			
13.	Policies/legislation formulated/adopted or progress made.			
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	4		
	TA Total Score: 4			

Table A5.14: Component 3f –Assessing Gas Sector Rehabilitation Requirements.

Basic Data

Grant Amount (\$'000):	335	Ministry Counterpart:	MMI
Approval Date:	06/02	Date/Type Latest Available for Review:	Document 05/03 PFR
MOU Signing:	05/02	Current Administration:	AFRM
Date 1st Fielding AFG:	DU	Sector:	Energy
Purpose/Impact/Outcomes: To assist the MMI in assessing the rehabilitation work needed to restore the production, transmission, and distribution system capacity and the need for training of essential personnel in safety and upkeep in the gas sub sector..			
Key Achievements: Conducted a detailed study of the gas subsector resulting in a detailed proposal to increase gas availability by rehabilitation of wells, upgrading of gas production facilities, and repair and reconstruction of transmission and distribution pipelines. Proposal covered recommended gas pipeline operations and maintenance plans, industry structure and pricing, codes and standards, and training programs required for personnel in Afghan Gas. The study/proposal contributed significantly to development of the gas sector component of a larger ADB project EIRRP.			

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.			
5.	Studies/assessments/reviews undertaken/completed.	1		
6.	Training/capacity development needs identified.	1		
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.			
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.			
13.	Policies/legislation formulated/adopted or progress made.			
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	3		
	TA Total Score: 3			

Table A5.15: Component 3g – Establishing Cost-Effective Methods of Petroleum Storage Rehabilitation.

Basic Data			
Grant Amount (\$'000):	166	Ministry Counterpart:	MOC
Approval Date:	06/02	Date/Type Latest Available for Review:	Document 05/03 PFR
MOU Signing:	05/02	Current Administration:	AFRM
Date 1st Fielding AFG:	DU	Sector:	Energy
Purpose/Impact/Outcomes: To assist the Government in establishing the most cost-effective way to repair and rehabilitate oil storage infrastructure and in determining the optimum logistics required for the import of essential petroleum products.			
Key Achievements: Conducted detailed study of oil storage infrastructure covering status and damage assessment of petroleum products storage depots/LPG storage and bottling stations resulting in detailed phased proposal for rehabilitation. Rehabilitation plans formulated on basis of economic feasibility and current demand; investments needed; optimum strategy for import and distribution of petroleum products. Project components include: repair/reconstruction of above ground oil storage tanks/LPG storage and bottling facilities (and related equipment – pumps, generators, gantries); provision of laboratory facilities and quality control equipment; consulting services required for design, management, and construction supervision; contract services need for repair and reconstruction; equipment required; and training of personnel in operation and maintenance of oil storage infrastructure.			

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.			
5.	Studies/assessments/reviews undertaken/completed.	1		
6.	Training/capacity development needs identified.	1		
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.			
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.			
13.	Policies/legislation formulated/adopted or progress made.			
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	3		
	TA Total Score: 3			

Table A5.16: Component 4a - Capacity Building and Institutional Reorganization in Agriculture and Natural Resources Sector Institutions.

Basic Data

Grant Amount (\$'000):	650	Ministry Counterpart:	DAB
Approval Date:	09/02	Date/Type Latest Available for Review:	Document 08/03 PFR
MOU Signing:	07/02	Current Administration:	AFRM
Date 1st Fielding AFG:	04/03	Sector:	Finance
Purpose/Impact/Outcomes: To conduct an in-depth analysis and strategy assessment to provide the basis for support for institution building, strengthening, and possibly upscaling of existing networks, and for establishing legal, regulatory, and policy frameworks for the financial sector taking into account other aid agencies' ongoing and planned assistance in evolving the assistance strategy.			
Key Achievements: Collaborated/communicated with donors working in the sector, particularly BearingPoint. Carried-out a comprehensive study of the payment situation focusing on payment requirements, MIS, telecommunications, and legal and regulatory issues. Report on system provides a plan and roadmap for the development of a modern payment system in Afghanistan and takes into account the specific requirements and conditions of the country. Based on report, developed a detailed proposal for future action including identification of coasted projects supported with plans/time-scale. Organized/held two workshops for senior officials (DAB, USAID, IMF, World Bank, MOF) to discuss the overall strategy and concepts put forward in the proposal. Identified training needs of staff to support proposed projects.			

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.	1		
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.			
5.	Studies/assessments/reviews undertaken/completed.	1		
6.	Training/capacity development needs identified.	1		
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.		2	
13.	Policies/legislation formulated/adopted or progress made.			
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	5	1	
	TA Total Score: 6			

Table A5.17: Component 4b - Capacity Building for the Ministry of Finance.

Basic Data

Grant Amount (\$'000):	1,860	Ministry Counterpart:	MOF
Approval Date:	05/02	Date/Type Latest Available for Review:	Document 06/05 ICFR
MOU Signing:	07/02	Current Administration:	AFRM
Date 1st Fielding AFG:	09/02	Sector:	Finance
Purpose/Impact/Outcomes: To support MOF in building its capacity in three areas: (i) monetary policy and financial sector regulation, (ii) fiscal policy matters, and (iii) strategic and external matters. Flexible TORs to respond to evolving needs and MOF Minister requests for assistance.			
Key Achievements: Including other consulting inputs, long-term advisors anchored the TA providing day-to-day backstopping/coaching/mentoring to senior officials, Minister/Deputy Ministers, overtime enabling them to advance in their capacities to carry-out their responsibilities/functions. Collaborative with senior and management-level officials, supported development/design, and in cases implementation, of plans/strategies/systems/processes all aimed at reform and reconstruction including: review of technical assistance to MOF; support/promotion of local consultative groups focused on key sectors to facilitate coordination of reform/reconstruction; providing preparation input to National Development Framework, national-level projects such as NSP, and to interim wage/reform policy as part of PRR; developing FY 2003-2005 integrated operational and development budgets and midyear budget reviews; advising on currency and treasury reform; establishing the Central Bank and Central Bank Law; reforming customs/taxation policy; preparation of annual budgets and mid-cycle reviews and OJT in their use; preparing background and ministerial documents/presentations for several high-level government/donor meetings/workshops such as for the Berlin Conference; coordinating among various actors/donors (ISAF, UN, bilaterals) to advocate for policies supporting capacity building of Afghan ministries; preparing ministry staff for international negotiations on loans, grant agreements, and policy discussions via advice, seminars, day-to-day discussion.			

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.		2	
2.	Plans/strategies/proposals developed/implemented or ongoing during project.		2	
3.	Systems/processes/procedures/methodologies developed for future action.		2	
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.		2	
5.	Studies/assessments/reviews undertaken/completed.	1		
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.	1		
11.	Coaching/mentoring provided.		2	
12.	Working Groups/other coordination organized/facilitated.		2	
13.	Policies/legislation formulated/adopted or progress made.			3
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity. Explicit reporting of involvement of male/females.	1		
	Achiever Scores	4	6	1
	TA Total Score: 11			

TA 3874-AFG COMPONENT ASSESSMENT SCORES

Results based on Matrices in Appendix X.

Sub cluster	Component	Number of Achievements Accomplished (Higher Score = Greater Amount Accomplished)	Average Weighted Achievement (Higher Score = Greater Client Involvement)
1. Capacity Building for Reconstruction of Agriculture and Natural Resource Management	1a Capacity Building and Institutional Reorganization in Agriculture and Natural Resources Sector Institutions	10	1.20
	1b1 Support for Water Resources Management and Planning	7	1.29
	1b2 Support for Agriculture and Natural Resources Management and Planning	8	1.88
	1b3 Support for Rural Livelihood Improvement and Development of MRRD Monitoring and Evaluation	9	2.00
	1c Capacity Building for the Ministry of Irrigation, Water Resources, and Environment (MIWRE)	7	1.00
2. Capacity Building for Rehabilitation and Reconstruction of the Social Sectors ^a	2a Capacity Building for the Ministry of Higher Education (MOHE)	7	1.14
	2b Capacity Building for the Ministry of Education (MOE)	10	1.30
	2c Capacity Building for the Ministry of Public Health (MOPH)	13	1.15
3. Capacity Building for Rehabilitation and Reconstruction of the Road Transport and Energy Sectors	3a Capacity Building of Key Infrastructure Agencies, including Support for Road Reconstruction Projects	7	1.14
	3b Capacity Building for Project Planning and Sustainability in the Transport Sector	4	1.25
	3c Development of Framework and Legislation for Cross-Border Trade	4	1.00
	3d Capacity Building and Training for the Ministry of Water and Power	5	1.20
	3e Study of Power Interconnection for Regional Trade	4	1.00
	3f Assessing Gas Sector Rehabilitation Requirements	3	1.00
	3g Establishing Cost-Effective Methods of Petroleum Storage Rehabilitation	3	1.00
4. Support for Rebuilding the Financial Sector	4a Development of a National Payments System	6	1.17
	4b Capacity Building for the Ministry of Finance (MOF)	10	1.80
Mean		7	1.27
Median		7	1.17
Mode		7	1.00

INDIVIDUAL TA OVERVIEWS AND ASSESSMENT MATRICES

Data in tables in this Appendix are based on sources listed in Appendix 4.

Abbreviations Used in this Appendix³²

AFRM	Afghanistan Resident Mission
AG/NRM	Agriculture and Natural Resources Management Sector
AM	Aide Memoire
BTOR	Back to Office Report
CG	Consultative Group
CPI	Consumer Price Index
CSATTF	Central and South Asia Trade and Transport Forum
CSO	Central Statistics Office
DDP	Department of Disaster Preparedness
DU	Data Unavailable
FMPAR	Fiscal Management and Public Administration Reform
I-ANDS	Interim Afghanistan National Development Strategy
IMF	International Monetary Fund
MAAH	Ministry of Agriculture and Animal Husbandry
MEW	Ministry of Energy and Water
MIWRE	Ministry of Irrigation, Water Resources, and Environment
MMI	Ministry of Mines and Industry
MOC	Ministry of Commerce
MOF	Ministry of Finance
MOT	Ministry of Transport
MRRD	Ministry of Rural Rehabilitation and Development
MTR	Mid-Term Report
MTTF	Medium Term Fiscal Framework
NRVA	National Risk and Vulnerability Assessment
ODP	Office of Disaster Preparedness
PFR	Project Final Report
PIME	Participatory Impact Monitoring and Evaluation
PRR	Priority Reform and Restructuring
SOE	State-owned Enterprises
TAC	Technical Assistance Completion Report
TDD	Training and Development Department Staff
UNCTAD	United Nations Conference on Trade and Development

³² In cases, the names of and core functions of ministries have changed over the period of TAs and/or Loans. Ministry names and abbreviations used in the matrices are the names and abbreviations used in reports upon which matrices are based.

Table A7.1: TA 4311 – Capacity Building in Agriculture and Natural Resource Management for Programming, and Aid Management and Coordination.

Basic Data

Grant Amount (\$'000):	400	Ministry Counterpart:	MAAH
Initial Duration of TA:	12 months		
Approval Date:	12/03	Date/Type Latest Available for Review:	09/06 Individual Consultant Final Report
Agreement Signed:	07/04	Current Administration:	AFRM
Date 1st Fielding AFG:	11/05	Sector:	AG/NRM
Purpose/Impact/Outcomes: Purpose per TAR: To assist the Government in improving the AG/NRM sector by providing (i) support to the core sector ministries (MAAH, MRRD, MIWRE) to strengthen /institutionalize AG/NRM sector Consultative Group (CG) processes and operations, (ii) support to aid management and coordination mechanisms in the sector, and (iii) capacity building in the core ministries for planning/developing AG/NRM investment program and integrating such program into the National Development planning and preparation process. Key activities to include establishing a secretariat for the AG/NRM CG and a database to identify/track project interventions. Revised per ICFR to reflect development of a comprehensive and coordinated policy and program planning system, primarily within MAAH, with a particular focus on project preparation in the priority areas identified in the Agriculture Master Plan.			
Key Achievements: Involved with MAAH in analysis of Master plan resulting in plans for prioritized needs to present to donor community for funding. Promoted concept/strategy of private service providers through dialogue/discussion with MAAH staff/officials. Developed/presented strategy paper on Master Plan implementation. Participated in revising/strengthening parts of Master Plan. Responding to MAAH request, assisted ministry to develop various project proposals for donor funding including: (i) Afghan Agricultural Technology Systems Project, (ii) Northern Region Agriculture Development Project, (iii) Building Capacity of Department of Agriculture Extension for Improved Agriculture Service Delivery, and (iv) Enhancing Sustainable Crop Production. Some proposals funded others under consideration. Wrote TORS for senior staff to address this component of PRR requirements. Conducted study of Afghanistan's food quality control system. Supported reporting function of agriculture working group of the Afghanistan Compact CG.			

Note: Consulting Inputs Completed.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.		2	
2.	Plans/strategies/proposals developed/implemented or ongoing during project.	1		
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.			
5.	Studies/assessments/reviews undertaken/completed.	1		
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.			
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.	1		
13.	Policies/legislation formulated/adopted or progress made.			
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	3	1	
	TA Total Score: 4			

Table A7.2: TA 4334 – Capacity Building for Agriculture Policy Reform

Basic Data

Grant Amount (\$'000):	1,000	Ministry Counterpart:	MOF, also MAAHF, MEW, MRRD
Initial Duration of TA	14 months	Date/Type Latest Available for Review:	12/06 Project Final Report
Approval Date:	05/04	Current Administration:	HQ
Agreement Signed:	05/04	Sector:	AG/NRM
Date 1st Fielding AFG:	11/04		
Purpose/Impact/Outcomes: TA designed to support a \$55 million ADB Agriculture Sector Program Loan, objective of which is to support natural resources sector policy reforms, including investment programs and institutional/organizational changes. TA focused on assisting Government with policy reforms and on monitoring/documenting loan condition compliance (second tranche loan funds contingent on compliance). TA objectives: (i) help facilitate program coordination/monitoring, (ii) develop comprehensive land policy and land titling institutional framework, (iii) assess human resources/capacity-building needs of the core ministries, (iv) assess institutional options for rural credit, (v) improve efficiency of agricultural commodity markets, and (vi) develop procedures for restructuring and divesting State-owned Enterprises (SOEs).			
Key Achievements: The TA reportedly adopted a participatory approach, collaborating with, assisting, and holding extensive discussions with the sector ministries and the IARCSC, even though government leadership to establish formal coordination mechanisms, as required per the loan, was less than forthcoming. TA provided leadership/ assistance in policy development, natural resources management, human resource needs planning, and private sector development to the sector ministries. TA monitoring results indicate: of 16 mandatory conditions, 10 indicatively complied with, 6 in progress. Of non-mandatory conditions: 9 conditions in progress/indicatively complied with, 6 in progress, 1 action yet to commence. Collaborated with ministry staff/advisors/other donors to contribute to development of Agriculture Master Plan, providing detailed policy/strategy framework to guide current/future development/progress/growth of agriculture sector. With land policy and inter-ministerial working group, drafted/reviewed/revise land policy document; further refined by follow-on ADB TA focused on land policy/administration. Surveyed sample of MAAHF staff, assessing human resource needs. Prepared detailed study and proposal for Warehouse Receipts Program as alternative mechanism for rural finance. Developed agriculture inputs regulatory framework; prepared action plan to address restrictive import taxes/legislation. Held talks/workshops, provided consulting input to reach decisions on current/future divestment methodology.			

Note: Consulting Inputs Completed.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.		2	
2.	Plans/strategies/proposals developed/implemented or ongoing during project.	1		
3.	Systems/processes/procedures/methodologies developed for future action.	1		
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.	1		
5.	Studies/assessments/reviews undertaken/completed.	1		
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.		2	
12.	Working Groups/other coordination organized/facilitated.		2	
13.	Policies/legislation formulated/adopted or progress made.		2	
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	5	4	
	TA Total Score: 9			

Table A7.3: TA 4483 - Capacity Building in Land Policy and Administration Reform.**Basic Data**

Grant Amount (\$'000):	850	Ministry Counterpart:	MAAH
Initial Duration of TA:	12 months		
Approval Date:	12/04	Date/Type Latest Available for Review:	01/07 BTOR Mid-Term Review
Agreement Signed:	04/05	Current Administration:	HQ
Date 1st Fielding AFG:	06/06	Sector:	AG/NRM
Purpose/Impact/Outcomes: Designed to complement ADB Agriculture Sector Program Loan and follow-on to land-related work initiated under ADB TA 4334. Purpose: To establish a national land policy, land titling and registration system, and associated institutional framework for land administration that are cost effective, fair, and sustainable. Purpose modified to focus on rural lands and community-based approach as USAID Land Titling and Economic Restructuring in Afghanistan project working on urban land issues and shares community focus. TA aims to restore rural tenure security and works towards re-establishing land administration system of rules grounded locally but shared by villagers and officials alike.			
Key Achievements: Articulated participatory community-based methodology whereby satellite images of villages and surrounding lands are used by villagers, typically via shura or Community Development Council leadership, to define/delineate/validate legitimate boundaries and user-rights of pasture parcels. Designed program and tested the methodology in selected sites; plans to train government officials in same; produced/distributed learning materials to support testing. Developed procedures/criteria for selection of community test sites which includes consultations with provincial/district government officials (Governor's office, District office, ministries) as well as communities themselves. Tested methodology in three sites. Held workshops with villagers to discuss results and ways land administration institutions interact with villagers. Held provincial workshops with wide-range of stakeholders to discuss methodology, village workshop results, government role in supporting the process; identified capacity building needs of land institution staff to enable them to facilitate the process. Via the process, began building community and government capacity to implement the methodology. Participated in inter-ministerial working group tasked with drafting national land policy; contributed policy-related findings from community tests. Developed initial capacity building plan for land governance/administration. Identified tasks remaining to complete project (e.g., institutional assessments; review land-related legal framework; secure project sustainability).			

Note: Ongoing.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.		2	
5.	Studies/assessments/reviews undertaken/completed.			
6.	Training/capacity development needs identified.	1		
7.	Training curricula/programs designed.	1		
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.	1		
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.		2	
12.	Working Groups/other coordination organized/facilitated.		2	
13.	Policies/legislation formulated/adopted or progress made.	1		
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	6	3	
	TA Total Score: 9			

Table A7.4: TA 4549 - Capacity Building for Impact Monitoring and Evaluation.**Basic Data**

Grant Amount (\$'000):	450	Ministry Counterpart:	MRRD
Initial Duration of TA:	12 months		
Approval Date:	12/04	Date/Type Latest Available for Review:	Document 10/06 Inception Report
Agreement Signed:	04/05	Current Administration:	AFRM
Date 1st Fielding AFG:	DU Likely 09/06	Sector:	AG/NRM
Purpose/Impact/Outcomes: As specifically requested by Government, designed as follow-up to earlier TA 3874-AFG Component 1b3 which contributed to development of MRRD foundation M&E system focused on input/output M&E, primarily process monitoring. Purpose: to establish an institutional capacity in MRRD to monitor and evaluate the impact of its activities on beneficiaries using participatory methods. Outputs: An impact M&E system designed and implemented which uses participatory M&E methods and MRRD staff trained in same.			
Key Achievements: Project is ongoing. Achievements are as of 10/06. Reviewed and assessed current M&E system; prepared a detailed analysis/description of the system, system gaps, capacity to run the system, and possible entry-point for participatory impact M&E (PIME). Identified capacity development needs through discussions with MRRD staff; plans to conduct a more formal needs assessment developed. Provided interactive OJT for M&E Department staff on development concepts/M&E (on-site 1.5 hours per day for 1.5 mo); for senior staff, provided OJT on computer skills (on-site .5 hours per day). Supported use of unused GPS equipment by having user-manual translated into Dari and distributed; plans developed to provide future hands-on training in GPS use. Developed detailed work plan to include: (i) series of design workshops to garner input to development of PIME system from stakeholders, (ii) pilot-test of PIME in selected provinces where Japanese Fund for Poverty Reduction programs collaborating with National Solidarity Program are in operation, (iii) based on results, formulation and implementation of targeted capacity building plan to support MRRD M&E system in general and PIME in specific.			

Note: Ongoing.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.	1		
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.			
5.	Studies/assessments/reviews undertaken/completed.	1		
6.	Training/capacity development needs identified.		2	
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.			
9.	Educational materials developed/distributed.	1		
10.	On-the-job training planned/delivered.		2	
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.			
13.	Policies/legislation formulated/adopted or progress made.			
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	4	2	
	TA Total Score: 6			

Table A7.5: TA 4235 – Institutional Strengthening of the Gas Sector.

Basic Data

Grant Amount (\$'000):	750	Ministry Counterpart:	MMI
Initial Duration of TA:	9 months		
Approval Date:	12/03	Date/Type Latest Available for Review:	Document 02/06 Interim Report
Agreement Signed:	02/04	Current Administration:	HQ
Date 1st Fielding AFG:	DU	Sector:	Energy
Purpose/Impact/Outcomes: To strengthen MMI capacity in policy formulation, energy sector assessment, organizational restructuring, and overall sector management and coordination.			
Key Achievements:			
Per the Project Officer, this TA is in process of being closed for several reasons including: lack of response on part of consulting firm to ADB requests for communication with the firm and very limited achievements. The firm was incommunicado for over one-year. While the Project Officer advises some limited training was provided, via short seminars, such training is insufficient to build capacity. Two primary constraints are identified for low performance: the low quality of the consulting firm and the capacity of those at the Ministry were much lower than expected. More innovative approaches to capacity building are required. As per the methodology applied for this review, the achievements herein listed and the completed assessment matrix below are based on the Interim Report noted above. The Interim Report was prepared by the consulting firm. This may result in somewhat divergent perspectives of accomplishments.			
As per the Interim Report, the TA reviewed and provided a written assessment of MMI and its departments and Afghan Gas covering, among others, performance, organizational structure, staffing, resources, and policies. In consultation with the Minister, the TA developed a reorganization and reform strategy including organization restructuring options, organization design, and staffing levels. A plan for a Management Information System for MMI was developed. Two short training-seminars were held for around 15 staff of MMI and Afghan Gas.			

Note: In closure process.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.		2	
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.	1		
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.			
5.	Studies/assessments/reviews undertaken/completed.	1		
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.			
13.	Policies/legislation formulated/adopted or progress made.			
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	3	1	
	TA Total Score: 4			

Table A7.6: TA 4579 - Capacity Building for the Power Sector.

Basic Data

Grant Amount (\$'000):	750	Ministry Counterpart:	MEW
Initial Duration of TA:	5 months	Date/Type Latest Available for Review:	11/06 Progress Report
Approval Date:	04/05	Document	11/06 Progress Report
Agreement Signed:	06/05	Current Administration:	HQ
Date 1st Fielding AFG:	DU	Sector:	Energy
Purpose/Impact/Outcomes: Designed as a complement to the ADB \$50 million Power Transmission and Distribution Project, the TA objective is to improve effective operation of the power sector by providing technical and accounting training in three subjects: (i) business management, (ii) technical operations, and (iii) accounting and economic management and by supporting study tours for selected participants. Total contact hours training for each course should be around 30. Total target participants: around 400.			
Key Achievements:			
Per the Project Officer, this TA is likely to be closed in the near future as problems with the TA include: poor design of TA, training should focus on technical rather than general skill sets, participants have minimal interest in being trained, level of skills and capacities of trainee participants was overestimated, those who receive training tend to leave Government to work elsewhere under better conditions, limited follow-up and limited impact of training delivered, difficulties in obtaining qualified training developers/providers due to security issues and in selection of training participants. As per the methodology applied for this review, the achievements herein listed and the completed assessment matrix below are based on the Progress Report noted above and other reports listed in Appendix 4. The Progress Report was prepared by the consultant. This may result in somewhat divergent perspectives of accomplishments.			
The TA developed training program to include in-country short courses, OJT, and study tours. Identified various regional/international institutions for training design/delivery. Due to problems with specialists not traveling to Afghanistan because of security, implemented about one-half of the in-country 15 hour short-courses planned for Phase I including Basic Financial Management. According to Phase I budget, Energy Policy Management and Regulation training also delivered. Planned Phase II training; developed TORs for design/delivery of Phase II training. Planned and established training room in MEW facility in Darulaman, providing some furniture/equipment.			

Note: Likely to be closed in near future.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.	1		
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.			
5.	Studies/assessments/reviews undertaken/completed.			
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.			
13.	Policies/legislation formulated/adopted or progress made.			
14.	Equipment to support capacity activities provided.	1		
15.	Other capacity development activity.			
	Achiever Scores	4		
	TA Total Score: 4			

Table A7.7: TA 4594 –Capacity Strengthening of the Civil Aviation Sector.

Basic Data

Grant Amount (\$'000):	1,000	Ministry Counterpart:	MOT
Initial Duration of TA:	10 months		
Approval Date:	06/05	Date/Type Latest Available for Review:	02/07 Project Final Report (draft)
Agreement Signed:	06/05	Current Administration:	HQ
Date 1st Fielding AFG:	06/06	Sector:	Transport
Purpose/Impact/Outcomes: Complementing the \$30 million ADB Regional Airports Rehabilitation Project, the objective of the TA is to upgrade the air safety oversight and improve financial governance of airport operations in Afghanistan. The TA will strengthen the capacity of the MOT to oversee the air safety, particularly in relation to airworthiness control, flight operations inspection, personnel licensing, air operator certification, and accident and incident investigation, and to maintain its financial management system that will be developed to enhance financial governance of airport operations.			
Key Achievements:			
Per the Project Officer, achievements of this TA are extremely limited and TORS have essentially not been met. As well, projects that cannot be appropriately monitored should not be implemented. As per the methodology applied for this review, the achievements herein listed and the completed assessment matrix below are based on the draft Project Final Report noted above. The Report was prepared by the consulting firm. This may result in somewhat divergent perspectives of accomplishments.			
As per the TA, consultant functioned as principal advisor to Deputy Minister, contributing to capacity strengthening. Wrote core documents, <i>Baseline Survey Report</i> , <i>The Phased Transition to a Directorate of Civil Aviation</i> , and a <i>Civil Aviation (Regulatory) Authority</i> report and <i>The Corporate Human Resource Development Strategy</i> report, which reportedly collectively detail a restructuring and transition program plan and strategy to result in a Directorate of Civil Aviation and a Civil Aviation Regulatory Authority up to international standards and gives the human resource requirements and training needed to support the Directorate and Authority. Helped develop a revised Draft Civil Aviation Act which is awaiting ratification by Parliament. Developed Air Safety Oversight Regulations and Draft Inspection Staff Manuals.			

Note: Consulting input completed.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.			
5.	Studies/assessments/reviews undertaken/completed.			
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.			
9.	Educational materials developed/distributed.	1		
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.		2	
12.	Working Groups/other coordination organized/facilitated.			
13.	Policies/legislation formulated/adopted or progress made.	1		
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	3	1	
	TA Total Score: 4			

Table A7.8: TA 3875 – Disaster Preparedness and Management Capacity Building.

Basic Data

Grant Amount (\$'000):	500	Ministry Counterpart:	ODP/DDP
Initial Duration of TA:	12 months		
Approval Date:	05/02	Date/Type Latest Available for Review:	09/05 TA Completion Report
Agreement Signed:	07/02	Current Administration:	AFRM
Date 1st Fielding AFG:	10/02	Sector:	Other
Purpose/Impact/Outcomes: Main purpose to support capacity building in ODP so that it becomes a credible coordination agency and a focal point for multi-disaster efforts and issues in Afghanistan, from prevention and mitigation to relief and reconstruction. Focus on strengthening institutional arrangements for effective disaster risk management and on supplementing this with capacity building activities focused on ODP and key line ministries.			
Key Achievements: Disaster preparedness framework, national strategy, and plans/procedures formulated in a participatory manner in consultation with all key stakeholders. Advocacy carried-out at level of President's Office; Vice President engaged and supportive of TA. DDP established by decree as an independent department in June 2003. Supported DDP PRR process, approved in January 2005; equipped DDP with furniture, office equipment, and a training facility. Capacity development actions implemented in cooperation with the International Institute for Disaster Risk Management and included: technical, managerial, executive development training; OJT activities; and facilitated study tours to Japan and the Philippines. A consultative and skills transfer approach was taken in each activity to ensure ownership of key stakeholders of the outputs and outcomes, and opportunity provided to staff of the restructured DDP to practice their new skills as facilitators and trainers. Capacity-building projects to support further TA requirements of the national strategy are to be provided by UNAMA, UNDP, and the German Government.			

Note: Completed and Closed.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.		2	
2.	Plans/strategies/proposals developed/implemented or ongoing during project.		2	
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.		2	
5.	Studies/assessments/reviews undertaken/completed.			
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.			3
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.	1		
11.	Coaching/mentoring provided.			
12.	Working Groups/other coordination organized/facilitated.			
13.	Policies/legislation formulated/adopted or progress made.			
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	1	3	1
	TA Total Score: 5			

Table A7.9: TA 4244 – Support for Public Administration Reform Program.

Basic Data

Grant Amount (\$'000):	3,400	Ministry Counterpart:	IARCSC
Initial Duration of TA:	24 months		
Approval Date:	12/03	Date/Type Latest Available for Review:	12/07 Aide Memoire
Agreement Signed:	12/03	Current Administration:	AFRM
Date 1st Fielding AFG:	DU	Sector:	Other
Purpose/Impact/Outcomes: TA complements ADB \$105 million cluster program Fiscal Management and Public Administration Reform (FMPAR) which has a subprogram 1 consisting of a program loan of \$48 million for fiscal management and public administration policy reforms and a \$7 million grant for Capacity Building and Institutional Development. The purpose of the TA is to support the Government in its implementation of the public administration reform (PAR) program to enable civil servants to function more efficiently and effectively. The TA will strengthen the capacity of the IARCSC to perform its functions, improve the performance of departments delivering essential services, and update/improve human resource and administrative systems in selected priority areas of government.			
Key Achievements: Assessed overall PRR initiative, identifying constraints and developing options; report accepted by IARCSC Administrative Reform Secretariat. Coordinated PAR efforts via donor coordination meeting participation (World Bank, DFID, UNDP). Collaboratively with World Bank/DFID, drafted/proposed the Civil Service Law Implementation Document considered a priority to move PAR forward. Carried-out diagnostic review and analysis of common functions at the department level in five ministries; provided OJT and developed replicable models for common functions departments to potentially be applied in institutions. With Civil Aviation Division of MOT, reviewed/restructured revenue systems/procedures resulting in strengthened revenue collections procedures and internal controls and provided coaching/mentoring during the process. Produced document of generic civil service needs assessment. February 2007 discussions with ADB/IARCSC indicate possible upcoming modifications in TA 4244 to incorporate/support the concept of Reform Implementation Management Units, adopted by IARCSC as a transitory mechanism of implementing public administration reforms, to achieve FMPAR objectives and policy conditions with TA 4244 developing a RIMU work program for ADB/IARCSC consideration.			

Note: Ongoing.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.		2	
5.	Studies/assessments/reviews undertaken/completed.	1		
6.	Training/capacity development needs identified.	1		
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.			
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.		2	
12.	Working Groups/other coordination organized/facilitated.	1		
13.	Policies/legislation formulated/adopted or progress made.	1		
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	5	2	
	TA Total Score: 7			

Table A7.10: TA 4313 – Poverty Assessment and Socioeconomic and Macroeconomic Statistical Capacity Building.

Basic Data

Grant Amount (\$'000):	1,750	Ministry Counterpart:	CSO
Initial Duration of TA:	36 months		
Approval Date:	12/03	Date/Type Latest Document Available for Review:	05/07 Report Progress
Agreement Signed:	01/04	Current Administration:	AFRM
Date 1st Fielding AFG:	DU	Sector:	Other
Purpose/Impact/Outcomes: Purpose: (i) to strengthen the capacity of CSO and, to a minor extent, of selected line ministries, to collect, analyze, and disseminate the statistical information needed by a wide variety of users for policy planning, monitoring, and research activities and (ii) to compile improved and updated key socioeconomic indicators. A major change in scope occurred in 08/06 based on MTR. TA modified focus: CSO reform, training/skills development, and data and data base development. Modifications emphasized CSO to designate a senior Project Coordinator and counterpart teams to work with international advisors.			
Key Achievements: Contributed to donor coordination via working within the Statistical Master Plan framework. Collaborated closely with World Bank, UNDP, others with regard to capacity development of ANDS Secretariat. Liaised with World Bank to incorporate modules in 2007 National Risk and Vulnerability Assessment (NRVA) leading to data on poverty assessments, Consumer Price Index, MDG indicators, and household consumption component of national accounts. Promoted role of National Statistical Council; encouraged to develop rules for data access and policies regarding common standards. Drafted new Statistical Law which embodied best practice and emphasized CSO autonomy; law enacted and gazetted in early 2006. Reviewed status of PRR process; through coaching/mentoring and OJT collaboratively produced agreed-upon new organizational Chart based on functional activities; revised/developed new job descriptions; PRR in approval process, representing key measure for institutional strengthening and development. Drafted CSO 5 year plan for the ANDS sector plan. Identified CSO survey training needs and developed plan to increase CSO capacity by involving them directly in pilot testing NRVA household survey in three provinces. Supported preparation/review of CSO Yearbook of Statistics. Initiated plans for off-shore study tour for senior management to see a well-run Statistics Office. Implemented in-house and off-shore training for CSO staff in NRVA analysis and sampling. To provide data to determine GDP, initiated planning/development of the "Integrated Business Enterprise Survey" including registry of establishments, prototyping questionnaires, development of action plan for future work which emphasizes training for master trainers and enumerators. Procurement of equipment in process.			

Note: Ongoing

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.		2	
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.		2	
5.	Studies/assessments/reviews undertaken/completed.	1		
6.	Training/capacity development needs identified.	1		
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.		2	
11.	Coaching/mentoring provided.		2	
12.	Working Groups/other coordination organized/facilitated.	1		
13.	Policies/legislation formulated/adopted or progress made.	1		
14.	Equipment to support capacity activities provided.	1		
15.	Other capacity development activity.			
	Achiever Scores	7	4	
	TA Total Score: 11			

Table A7.11: TA 4502 - Capacity Building of the Ministry of Finance.³³

Basic Data

Grant Amount (\$'000):	960	Ministry Counterpart:	MOF
Initial Duration of TA:	18 months		
Approval Date:	01/05	Date/Type Latest Available for Review:	Document 04/07 Memo
Agreement Signed:	08/02	Current Administration:	AFRM
Date 1st Fielding AFG:	DU	Sector:	Other
Purpose/Impact/Outcomes: Building on work of TA 3874-AFG carried-out in MOF, the goal of the TA is to improve the macroeconomic management capacity of the Government of Afghanistan. Its purpose is to strengthen the fiscal management capacity of MOF. The TA will generate a medium term expenditure framework, organizational reforms within MOF, enhanced financial and management accountability of line ministries, and a mechanism for TA coordination.			
Key Achievements: Building on TA 3874-AFG work, established, staffed, and equipped the Fiscal Policy Unit at MOF. Provided coaching/mentoring/OJT to FPU staff. Following on from TA 3874-AFG, collectively built the Medium Term Fiscal Framework (MTFF) approved by the Cabinet in October 2005. A key contribution to fiscal management, the MTFF links I-ANDS priorities with the national budget. Assisted in development of MOF Strategic Plan. Supported donor-coordination meetings, chairing Financial Statement and Audit Committee. With MOF Training and Development Department (TDD) staff, collaboratively developed the TDD Strategic Plan adopted to guide TDD. With team developed/delivered various trainings including: training in budgeting and revenue analysis; organized 1-year training at Malaysian colleges for 43 MOF staff in financial management; collaboratively designed one-month foundation training for 220 provincial level mustofiat staff to improve their work performance. Coached/mentored senior-level MOF officials, preparing briefings, supporting high-level negotiations (Paris Club process), providing administrative and fiscal guidance, discussing macro-fiscal issues. Prepared drafts of numerous plans/ rulings/legislation/policies, some adopted/enacted: Income Tax Manual, Tax Consequences of SOEs, Insurance Procedures, Alcohol Importation Issue, Private Investment Law, Statistics Law, policy framework for tax exemptions. Developed procedures for tracking circulars/decisions issued by the Ministry.			

Note: Ongoing

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.		2	
3.	Systems/processes/procedures/methodologies developed for future action.	1		
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.	1		
5.	Studies/assessments/reviews undertaken/completed.			
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.		2	
8.	Workshops/training delivered or supported via the TA.		2	
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.	1		
11.	Coaching/mentoring provided.		2	
12.	Working Groups/other coordination organized/facilitated.		2	
13.	Policies/legislation formulated/adopted or progress made.	1		
14.	Equipment to support capacity activities provided.	1		
15.	Other capacity development activity.			
	Achiever Scores	6	5	

³³This TA overlapped with TA 3874-AFG 4b. For purposes of this review, achievements by consultants beginning their service May 2005 or after are included in the review of TA 4502. Original funding for TA 3874-AFG 4b was due to conclude June 2005. For the most part, consultants under TA 3874-AFG b completed their work by June 2005. Consultants hired May/June 2005 and beyond, completed some TA 3874-AFG 4b work while focusing on TA 4502.

TA Total Score: 11

Table A7.12: TA 4637 - Capacity Building for Economic Management.**Basic Data**

Grant Amount (\$'000):	390	Ministry Counterpart:	MOF
Initial Duration of TA:	28 months		
Approval Date:	08/05	Date/Type Latest Available for Review:	05/07 Progress Report
Agreement Signed:	09/05	Current Administration:	AFRM
Date 1st Fielding AFG:	DU	Sector:	Other
Purpose/Impact/Outcomes: This TA provides for continuation of activities under TA 4502. Its goal is the same as that of TA 4502 although its focus and thus outcomes differ. The overall goal is to strengthen the macroeconomic management capacity of the Government of Afghanistan. The impact is to strengthen MOF's capacity for fiscal analysis. The TA will focus on capacity building in fiscal analysis, assisting in identifying and addressing other training requirements, in close coordination with assistance provided by other development partners.			
Key Achievements: Further strengthened the capacity of the Fiscal Policy Unit (FPU) and processes of the medium term fiscal framework through coaching/mentoring and significant interactive OJT. Reviewed/analyzed programs of the International Financial Institutions; prepared briefing documents and briefed Minister on results; discussed implications with staff. Liaised with donors in formalizing the benchmarks of the Heavily Indebted Poor Countries Initiative so that Afghanistan, following identified reforms, can benefit from debit relief. Supported development of proposed Pay and Grading policy, coordinating with World Bank and the IARCSC. Scheme proposes a new salary structure of non-uniform staff with revised pay scales ranging from \$80 - \$800 to be implemented over 4 years. Arranged for various IMF courses offered for the FPU staff and for project appraisal training supported by the World Bank. Played key role in supporting ADB and MOF in ADB Financial Markets and Private Sector Development Program via, for example, providing required documentation and facilitating release of grant funds.			

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.		2	
5.	Studies/assessments/reviews undertaken/completed.			
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.			
10.	On-the-job training planned/delivered.		2	
11.	Coaching/mentoring provided.		2	
12.	Working Groups/other coordination organized/facilitated.			
13.	Policies/legislation formulated/adopted or progress made.	1		
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.			
	Achiever Scores	3	3	
	TA Total Score: 6			

Table A7.13: TA 4699 – Building the Capacity of the Ministry of Commerce for Trade and Transit Facilitation.

Basic Data			
Grant Amount (\$'000):	400	Ministry Counterpart:	MOC
Initial Duration of TA:	24 months		
Approval Date:	11/05	Date/Type Latest Available for Review:	Document 04/07 Progress Report
Agreement Signed:	12/05	Current Administration:	AFRM
Date 1st Fielding AFG:	04/06	Sector:	Other
Purpose/Impact/Outcomes: The TA builds on TA 4546-AFG: Cross-Border Trade and Transport Facilitation and complements ADB support of Afghanistan's regional cooperation agenda. The TA will enhance the capacity of MOC in transit and trade facilitation, with emphasis on negotiating and implementing transit agreements. The TA will also strengthen MOC's strategic planning and policy coordination capacity in its border operations.			
Key Achievements: Coordinated sector efforts with the World Bank/United Nations Conference on Trade and Development (UNCTAD) Emergency Customs Modernization and Trade Facilitation project. To assist in meeting I-ANDS indicators regarding number of transit agreements revised/signed: (i) drafted new transit agreement with Pakistan (Afghan Pakistan Transit Agreement 2007) including the establishment of dry ports; discussed document with stakeholder ministries, prepared document for 2007 submission to Afghanistan-Pakistan Joint Economic Commission; (ii) drafted Transit Agreement between Afghanistan and Uzbekistan (planned Afghan delegation to Uzbekistan in March 2007 postponed); and (iii) began preparation of guidelines to identify main issues to be addressed when drafting a transit agreement for use in future workshop. To address I-ANDS indicator of reduction of time at borders: (i) streamlined transit border crossing formalities by way of negotiating some reduction in procedures/documentation required by MOC for crossing; (ii) drafted TORs to establish a monitoring and coordinating authority mechanism between Pakistan and Afghanistan, (iii) produced <i>White Paper on Trade/Cross Border Facilitation Procedures</i> to clarify border facility roles of concerned ministries, agencies, and the private sector; (iv) along with US Army Corps of Engineers and architects, finalized model for lay-out/design of Border Control Zones; and (v) prepared national staff to supervise survey of time/procedures required to complete border crossing (Pakistan/Afghanistan). Along with UNCTAD, drafted the MOCs strategy document related to Transit and Trade Facilitation. Held workshop to discuss proposed directorate restructuring. Developed training program plans.			

Note. Ongoing.

Assessment Matrix

No.	Achievement	Achiever		
		Consultant(s)	Consultant(s) & Client(s)	Client(s) trained by Consultant(s)
1.	Plans/strategies/proposals developed for future action.	1		
2.	Plans/strategies/proposals developed/implemented or ongoing during project.			
3.	Systems/processes/procedures/methodologies developed for future action.			
4.	Systems/processes/procedures/methodologies developed/implemented or ongoing during project.	1		
5.	Studies/assessments/reviews undertaken/completed.			3
6.	Training/capacity development needs identified.			
7.	Training curricula/programs designed.			
8.	Workshops/training delivered or supported via the TA.	1		
9.	Educational materials developed/distributed.	1		
10.	On-the-job training planned/delivered.			
11.	Coaching/mentoring provided.		2	
12.	Working Groups/other coordination organized/facilitated.		2	
13.	Policies/legislation formulated/adopted or progress made.	1		
14.	Equipment to support capacity activities provided.			
15.	Other capacity development activity.	5	2	1
	Achiever Scores			
	TA Total Score: 8			

INDIVIDUAL TA ASSESSMENT SCORES
Results based on Matrices in Appendix 7.

Sector	Number and Name	Number of Achievements Accomplished (Higher Score = Greater Amount Accomplished)	Average Weighted Achievement (Higher Score = Greater Client Involvement)
1. Agriculture and Natural Resources Management (AG/NRM)	TA 4311 Capacity Building in Agriculture and Natural Resource Management for Programming, and Aid Management, and Coordination.	4	1.25
	TA 4334 Capacity Building for Agriculture Policy Reform	9	1.44
	TA 4483 Capacity Building in Land policy and Administration Reform	9	1.33
	TA 4549 Capacity Building for Impact Monitoring and Evaluation	6	1.33
2. Energy	TA 4235 Institutional Strengthening of the Gas Sector	4	1.25
	TA 4579 Capacity Building for the Power Sector	4	1.00
3. Transport	TA 4594 Capacity Strengthening of the Civil Aviation Sector	4	1.25
4. Other	TA 3875 Disaster Preparedness and Management Capacity Building	5	2.00
	TA 4244 Support for Public Administration Reform Program	7	1.29
	TA 4313 Poverty Assessment and Socioeconomic and Macroeconomic Statistical Capacity Building	11	1.36
	TA 4502 Capacity Building of the Ministry of Finance	11	1.45
	TA 4637 Capacity Building for Economic Management	6	1.83
	TA 4699 Building the Capacity of the Ministry of Commerce for Trade and Transit Facilitation	8	1.50
Mean		7	1.41
Median		6	1.33
Mode		4	1.25