

Table of Contents

EXECUTIVE SUMMARY	2
1. BACKGROUND	3
1.1. CTAP Establishment	5
1.2. Programme Overview	5
1.3. Programme Objective	6
1.4. Methodology.....	7
1.5. Human Resource Process.....	7
2. PROGRAMME NARRATIVE	7
2.1. Serving CTAP’s Clients.....	9
2.2. Engaging with CTAP Stakeholders.....	10
3. PROGRAMME RESULTS	13
3.1 Building and Maintaining a High-Functioning Secretariat	13
3.2. Developing A Fully Functional CTAP’s Website.....	14
3.3. Bringing International TAs to Afghanistan through Government Systems	14
3.4. Developing the Capacity of the Government of Afghanistan	16
4. RISKS, ISSUES AND LESSONS LEARNED	18
4.1. Risk and Issues Management.....	18
4.2. Lessons Learned	19
5. PROGRAMME RESOURCES.....	21
5.1. Financial Commitments	21
5.2 Financial Disbursements	21
5.3 Financial Summary.....	22

List of Acronyms:

AB	Advisory Board
ANDS	Afghanistan National Development Strategy
CD	Capacity Development
CIDA	Canadian International Development Agency
CTAP	Civilian Technical Assistance Programme
DAB	Da Afghanistan Bank
DFID	Department for International Development
EC	European Commission
HR	Human Resources
IARCSC	Independent Administrative Reforms and Civil Service Commission
IDLG	the Independent Directorate of Local Governance
ISD	Infra-Structure Department
ISAF	International Security Assistance Force
JICA	Japan International Cooperation Agency
LFA	Logical Framework Approach
KM	Kabul Municipality
M&E	Monitoring and Evaluation
MAIL	Ministry of Agriculture, Irrigation and Livestock
MCP	Management Capacity Programme
MoCI	Ministry of Commerce and Industries
MoCN	Ministry of Counter Narcotics
MoE	Ministry of Education
MoEW	Ministry of Energy and Water
MoF	Ministry of Finance
MoFA	Ministry of Foreign Affairs
MoLSA	Ministry of Labor and Social Affairs
MoM	Ministry of Mines
MoPH	Ministry of Public Health
MoPW	Ministry of Public Works
MoTCA	Ministry of Transport and Civil Aviation
MoUD	Ministry of Urban Development
MRRD	Ministry of Rural Rehabilitation and Development
NIBP	National Institution Building Project
NPP	National Priority Programme
PICU	Programme Implementation and Coordination Unit
PR	Public Relations
PRT	Provincial Reconstruction Team
RAF	Request for Assistance Form
RBA	Results Based Management Approach
SC	Steering Committee
S.M.A.R.T	Specific Measurable Attainable Relevant Time-bound
TA	Technical Advisor
ToR	Terms of Reference
UN	United Nations
UNAMA	United Nations Assistance Mission in Afghanistan
USAID	United States Agency for International Development
WG	Working Group
WP	Work Plan

EXECUTIVE SUMMARY

The Civilian Technical Assistance Programme (CTAP) is a Government of Afghanistan programme intended at enhancing the capacity of the Government Ministries and Agencies to implement the National Priority Programmes (NPPs) identified under the Cabinet Cluster initiative. The programme was conceived in the summer of 2009 and was officially launched in July 2010 at a signing ceremony with support from the offices of the Deputy Minister (Policy) and Minister of Finance.

CTAP expected target for its pilot phase was to recruit eighty (80) Technical Advisors (TAs) by the end of the year. During the reporting period; the project received official requests from nineteen (19) government agencies. CTAP was presented to the heads of seventeen (17) Agencies/Ministers. Technical staff of the Ministries were also briefed on how to fill-in the CTAP Request for Assistance Form (RAF), which by itself was a capacity development exercise. CTAP also assisted the client Ministries in drafting the Terms of Reference (ToRs) for the requested TAs. By September 2010, the project was able to meet its target of advertising eighty (80) positions requested by the client ministries.

In October, the Ministry of Finance (MoF) signed Agreements with ten other Government Ministries/Agencies on providing technical support for specific capacity development activities. In addition to the attending Ministers, Ambassador Staffan de Mistura, UN Special Representative to Afghanistan was also present. He addressed the audience and praised the Government of Afghanistan on CTAP initiative stating that it was an extremely successful programme and that other post-conflict nations could also benefit from the CTAP's model.

The Capacity Development (CD) strategy of CTAP also covers the sub-national segments of the client ministries. To date, four of CTAP TAs at the Ministry of Agriculture, Irrigation and Livestock (MAIL) have been deployed at the sub-national level, in the cities of Jalalabad, Mazar-e-Sharif, Kunduz and Herat. CTAP considers expanding this practice to other ministries/agencies as well. The placement of advisors in provinces has attracted the interest of more Government Agencies and they are also frequently seeking CTAP support at different levels.

At the end of the reporting year 2010, twenty one (21) TAs were on board while sixteen (16) TAs were either in transit or had received or accepted job offers. During the reporting period, two Technical Advisors were also released from employment. One was dismissed due to revelation of nepotism within the client ministry. Another TA was terminated due to unsatisfactory performance, and complaints from the client Ministry.

The monthly TA salary payment process is cumbersome as it requires approximately sixty signatures to complete a payment transaction. Despite the complicated government system, CTAP was still able to pay its TAs in time; which was a great achievement to the project.

During the reporting period, besides the USAID financial support, DFID and the German Government have also made their commitments to contribute a combined total of US\$ 13.01 Million to CTAP. The Government of Afghanistan since the inception of the programme has provided in-kind support to CTAP Secretariat. They have now pledged to contribute their very first financial support of US\$ 0.5 Million on its fiscal year 1390 budget.

For better partnership building and resource mobilization purposes; CTAP was presented to several new donors and aid agencies. These include DFID, USAID, EC, PRTs, UNAMA and the Governments of Japan, Australia, India, Canada, and Germany. A joint Working Group (WG) of the MCP, super-scale and CTAP was established. During the reporting year, CTAP also conducted its second Steering Committee (SC) meeting. This forum was later changed into Advisory Board (AB). Two AB meetings were also conducted during the year.

CTAP also faced some challenges during the reporting year. There was a lack of the required capacity and attention on part of the client ministries, which caused longer and unexpected delays in the recruitment process. Some of the TAs were not provided with Tashkeel level counterparts by the client ministries. While other TAs had Tashkeel level counterparts who lacked the capability to acquire and absorb the new skills and knowledge transferred to them.

CTAP has therefore shown that it can assist its clients in formulating capacity development requests, can operate a transparent recruitment process in which clients have a vested interest in Capacity Development, and play a leading role in building individual knowledge and experience as well as increase institutional knowledge. CTAP has also demonstrated that it can pay advisors in a timely manner through the budget. While CTAP has experienced numerous challenges and difficulties, the basic availability of CTAP as a means of deploying advisors to address government-identified capacity development activities has been proved. CTAP will now focus on completing the recruitment of the advisors for which it has funds, accelerate its HR process and ensure that its rigorous Monitoring & Evaluation (M&E) approach leads to positive capacity development outcomes.

1. BACKGROUND

1.1. CTAP Establishment

CTAP was conceived in the summer of 2009 and was officially launched in July 2010...

The Civilian Technical Assistance Programme (CTAP) was conceived in the summer of 2009, as a response to the US Government Proposal for a “Civilian Surge”. The original concept of the programme was to ensure that, to the extent that Afghanistan was likely to receive a major increase in international Technical Assistance; that assistance would be responsive to the needs of the Afghan government, and would avoid the mistakes of previous Technical Assistance programmes.

Under the leadership of the Ministry of Finance the Civilian Technical Assistance Task Force was formed in order to draft a formal proposal; this body, after a comprehensive assessment, in August 2009 crafted the initial version of CTAP and proposed 55 very urgent positions and the formation of a secretariat to facilitate and oversee the programme.

The US Government pledged US\$ 30 Million and other donors such as DFID and Canada also promised both in-kind and financial support. DFID and USAID agreed to provide support to the Secretariat with placing international advisors and national counterparts. The MoF pledged to provide supervision, work location and in-kind contributions for the Secretariat. And the project was officially launched on 28 July 2010.

By June, 2010 CTAP Human Resources (HR) infrastructures required to support CTAP, had been created and, sixty-three HR Policies, Procedures and Practices as well as approximately forty HR Forms relating to those Policies, Procedures, and Practices were developed. All CTAP HR Policies, Practices and Procedures conform to the laws and regulations of the Government of Afghanistan employing the best international HR standards. Additionally, the CTAP Human Resources team developed a New Hire Orientation programme, Frequently Asked Questions for international Technical Advisors as well as a Safety and Security Manual. The project team worked to vet and identify a capable local vendor to create CTAP’s Web Site, resulting in the launch of the CTAP Web Site in July.

During the first two months of the reporting year, Financial Disbursement Manual was drafted, and in close coordination with the MoF Budget and Treasury Departments was able to create financial bookkeeping and payroll processing mechanism of CTAP through the government budget and disbursement systems. It has also adopted an internationally accepted standard of accounting practice within the Secretariat and aligned it with the Government of Afghanistan Financial Management Systems and reporting requirements.

The first draft of the CTAP Work Document including its Capacity Development (CD) and Monitoring and Evaluation (M&E) strategy and frameworks were introduced, which earned the endorsement of the stakeholders and the work of CTAP pilot phase started. This document transformed CTAP from a concept in August 2009 to one of the most important Capacity Development programmes of the Afghan Government.

1.2. Programme Objective

CTAP has four main objectives:

- 1) To strengthen capacity development in Afghanistan through increasing resources and focusing on capacity development related programmes and activities, and by complementing existing programmes and initiative in this field
- 2) To assist in building institutional capacity for facilitation and implementation of the Afghanistan National Development Strategy (ANDS) through line Ministries and government agencies, especially by supporting priorities identified through the Cluster System
- 3) To enable public organizations to improve budget execution, both through better operations, better programming, and increased efficiency.
- 4) To create a single well-coordinated, cost effective and responsive mechanism for providing expatriate, regional and international Technical Assistance

Achieving these objectives will enable the Government to deliver better services to the people of the country.

1.4. Methodology

CTAP deploys Technical Advisors at the Government departments and directorates. Once placed and assigned, they work with their counterparts to establish new systems, structures and procedures, and then ensure that these new systems can be operated by government staff. CTAP Advisors are strongly discouraged from involvement in the execution of day-to-day responsibilities of the departments in which they work. CTAP advisors are expected to support five key types of activities. These are:

1. *Standardization of operating procedure.* CTAP TAs assist client Ministry's departments to standardize their procedures. This is done by helping them to prepare department strategies, policies handbooks and other mechanisms to implement standardization. They also assist in business process reengineering of existing processes and procedures to implement efficiency and effectiveness utilizing best international practices and procedures.
2. *Organizational restructuring.* CTAP TAs assist client project teams in working with the Civil Service Commission to re-design their organizations, or to implement new CSC-approved organizational designs. They also support initiatives such as Pay & Grading.
3. *Functional development.* CTAP TA assists client project teams in developing entirely new functions that do not currently exist in target departments, but are much needed in order for the departments to play their expected role in the larger organization.
4. *Skills development.* CTAP TAs assists client project teams in analyzing the skills needed by staff to work in new organizational structures and operate new systems. CTAP Advisors are expected to concentrate on building both individual and institutional capacity of the department. CTAP advisors are required to work with and through designated counterparts in the department or directorate to which they have been assigned. These counterparts must have Tashkeel/Government Civil Servant status in order to ensure the sustainability of the capacity.

1.5. Request Process

Relevant technical information is obtained from the ministries through the Request process

CTAP's request development begins with an informal exchange between CTAP and senior level officials close to the minister. A meeting is then arranged with the Minister or Agency Leader in which he/she is fully briefed about CTAP and various aspects of its work. Upon the Minister agreement to proceed, he/she selects a technical team from the ministry to work with CTAP and develop an assistance package for the ministry. CTAP provides the ministry with a Request for Assistance Form (RfA) to be completed by ministry technical team. This RfA formally guides the assigned ministry team in completing the RfA questionnaire regarding the ministry's details and background information, its mandate and strategy. Once this questionnaire is completed by the specific department within the ministry, the number of TA's required and their qualifications are identified, and the requested is submitted to CTAP, this request is thoroughly reviewed before being approved. The ministry then submits the terms of reference (TOR) of the Advisors it is requesting. Once the TORs are reviewed by the CTAP HR Department and finalized with the requesting ministry department, the positions are advertised by CTAP HR.

1.6. Human Resource Process

CTAP aims to recruit mid-career individuals including but not limited to development professionals. A typical CTAP job vacancy requires 7-10 years of total work experience, and 3-5 years of relevant work experience. P , The CTAP HR Process goes as follows:

- *Vacancy posting.* Up until now, vacancy announcements have been posted on several international recruitment websites, notably www.reliefweb.int and www.unjobs.org. CTAP is also posting its positions to

www.jobs.af and a US base recruitment firm higher work as well as being distributed through individual and Ministry networks. CTAP is also posting jobs through its newly established website www.ctapafghanistan.org.

CTAP
follows a
transparent
competitive
and efficient
Human
Resource
process..

- *CTAP long-listing.* CTAP's HR team evaluates all applications it receives, and ranks them according to the number of criteria specified by the ToR. CTAP team will long-list the top 4-10 candidates, based on the total number of applications. The objective of long-listing is to provide a pool of candidates who are broadly qualified for the position.
- *Formation of selection committee.* The requesting agency forms a selection committee, which typically includes the head of the beneficiary department and members of the requesting agency's HR and planning departments. CTAP briefs the members on the process and their responsibilities, and ensures that all members sign a declaration stating that they understand their responsibilities and are committed to operating a transparent, competitive and nepotism-free process.
- *Short-listing, interview and selection.* The interview panel selects 3-4 individuals for interview from the long-list provided by CTAP. The CTAP HR team schedules the interviews, which will be conducted by telephone, and assists the selection committee in administering a structured behavioral/competency-based interview. Each member of the committee scores the respondents on the basis of a response to previously agreed questions, and gives a final scoring which must be justified. On this basis, the head of the committee submits a report identifying the 1st choice and, if possible, 2nd choice candidates. CTAP provides an observer to ensure that the process operated is competitive, transparent and in line with CTAP policies, but provided these conditions are obviously satisfied will not influence the panel's decision-making.
- *Reference check, offer and contracting.* CTAP will attempt to obtain two successful reference checks for the candidates selected by the committee. Candidates are then offered a contract with a standard benefits package and compensation within CTAP approved ranges, based on qualifications and experience. There may be some negotiations within the CTAP-allowed ranges, after which the offer will be accepted or rejected. If accepted, a Ministry of Finance contract is issued.
- *Mobilization and deployment.* The new CTAP contract-holder travels to Afghanistan, whereupon he or she is placed in a relatively secure commercial guesthouse. The advisor receives an orientation in the CTAP office which includes Human Resources policies and procedures, the payroll process, the mode of payment, transportation, accommodation facilities and technical aspects of the CTAP programme, such as briefings on the CTAP approach to capacity development. Advisors are taken to the commercial bank selected by CTAP for disbursement of salaries to open an account, and given the opportunity to sign up for CTAP's health care programme. Upon completion of these procedures, the advisors are deployed to the Ministry premises.



The CTAP HR process aims to balance a high level of transparency with a high level of client ownership and participation. Transparency is ensured by using CTAP's international-standard competitive system which generates complete, auditable documentation for each recruitment along with active oversight of the process. Client ownership is ensured by giving the requesting agency the leading role in selection, subject to the CTAP system.

2. PROGRAMME NARRATIVE

2.1. Serving CTAP's Clients

CTAP selected four Government ministries and agencies to assist on a pilot basis

At the initial stages CTAP selected four Government Agencies i.e. The Ministry of Education, The Ministry of Agriculture, The Independent Directorate of Local Governance and Kabul Municipality as its clients on a pilot basis. Later on, CTAP was presented to a number of other Ministries at the leadership level, which led in almost all cases to these Ministries initiating the process of CTAP package (Request for Assistance) development. By the end of July, CTAP was also engaged with the Ministry of Mines, Ministry of Urban Development, Ministry of Labor and Social Affairs, Ministry of Public Work and the Ministry of Rural Rehabilitation and Development.



During August and September CTAP was presented to seven more new ministries most of whom initiated their requests for assistance. In the last quarter of the reporting year, four more Ministries and Agencies showed interest in CTAP and three of them decided to submit request packages to CTAP. These include: the Ministry of Parliamentary Affairs, Ministry of Communications and Information Technology, and the Office of Administrative Affairs. Most of the submitted request packages have either been approved or under the process of getting approved. The detail of CTAP client ministries/agencies along with stages of their request status is given in the table below:

Agency	Request Initiated	Request Submitted	Request Approved
Ministry of Agriculture, Irrigation and Livestock	July	July	July
Independent Directorate of Local Governance	July	July	July
Ministry of Education	July	July	July
Kabul Municipality	July	July	July
Ministry of Mines	July	August	August
Ministry of Urban Development	July	August	August
Ministry of Labor and Social Affairs	July	August	August
Ministry of Public Works	July	August	September
Ministry of Rural Rehabilitation and Development	July	September	September
Ministry of Energy & Water	August	September	September
Ministry of Transport and Civil Aviation	August	September	September
Ministry of Finance	August	September	September
Ministry of Commerce	August	September	September
Ministry of Foreign Affairs	August	September	September
Ministry of Public Health	September	September	September
Ministry of Justice	September	September	
Da Afghanistan Bank	August		
Ministry of Women's Affairs	August		
Ministry of Economy	August		
Ministry of Counter Narcotics	December	December	December
Ministry of Information and Culture	December		
Ministry of Communications and Information Technology	December		
Office of the Administrative Affairs	December	December	

TABLE 1: CLIENT DEVELOPMENT DATA

2.2. Engaging with CTAP Stakeholders

CTAP has always believed in the importance of coordination and joint work in all aspects of its programme. This is the reason why CTAP has been deeply engaged with its stakeholders from a wide spectrum throughout the year. Many important events and joint meetings were held. These events provided precious opportunities for CTAP to share ideas, discuss issues and challenges and ways to cope with them and coordinate efforts to achieve common goals and objectives.

To mark the arrival of the first CTAP advisors in country, and to build on the momentum from the Kabul Conference, CTAP held a public launch event and signing ceremony. The event took place on the 28th of July at the Ministry of Finance (MoF).

CTAP-MoF has so far signed inter-ministerial agreements with 14 Government ministries/agencies

H. E. Hazrat Omar Zakhailwal, Minister of Finance signed agreements with heads of the four Ministries and Agencies that CTAP had been involved with on a pilot basis. They are Ministry of Education, Ministry of Agriculture, Irrigation and Livestock, the Independent Directorate of Local Governance (IDLG) and Kabul Municipality. The event was well-attended by senior members of the aid community and the diplomatic corps, including H. E. Anthony Wayne, United States Deputy Ambassador to Afghanistan. The event was also covered by local and International media.



In addition to raising the profile of the programme, the event generated additional interest in funding CTAP amongst several donor agencies.

October saw another important event. This was the signing ceremony with ten (10) more Ministries and Agencies which CTAP had been involved with. The Ministers and heads of these Agencies signed agreements with the Minister of Finance (MoF). These Ministries/Agencies included Ministry of Commerce and Industries (MoCI), Ministry of Energy and Water (MoEW), Ministry of Foreign Affairs (MoFA), Ministry of Labor and Social Affairs (MoLSA), Ministry of Mines (MoM), Ministry of Public Health (MoPH), Ministry of Public Works (MoPW), Ministry of Transport and Civil Aviation (MoTCA), Ministry of Urban Development (MoUD) and Ministry of Rural Rehabilitation and Development (MRRD). The United Nations Special Representative to Afghanistan Mr. Staffan de Mistura also made a speech regarding the value CTAP had added to the work of the Ministries of the Government of Afghanistan and how other countries could benefit from the CTAP model.



In order to allow CTAP to concentrate on client service and its core business process, it was critical for CTAP to be able to effectively coordinate with donors and is not overburdened by the demands of communicating with and reporting to each one. Based on this need, its approach to donor coordination and communication was therefore to:

- *Maximize use of a single quarterly donor meeting.* CTAP was trying to ensure that major discussions take place, collectively, in the Advisory Board (AB) meetings. The programme was also trying to keep the level of bilateral discussion to a manageable level. Therefore, in September, CTAP held its first AB meeting, which included representatives of USAID, DFID, Canada, Japan and Germany, as well as representatives of ISAF, CSC and the Ministry of Foreign Affairs (MoFA). During the meeting, CTAP demonstrated its capabilities to attract, recruit, deploy and retain international TAs, meet ministries needs and its obligations towards the TAs by paying them on a timely basis. At the meeting the necessity to continue to support CTAP going forward was discussed and agreed upon by the attendees. A second AB of CTAP was convened on December 9, 2010. Representatives from USAID, DIFID, CIDA JICA, ISAF,

Two meetings of the Advisory Board were also held during the year....



Governments of Australia, Canada and The Netherlands attended the meeting. During the meeting the participants discussed and applauded the overall progress of CTAP. The possibility of further expanding CTAP to the sub-national level was suggested. Emphasis was placed on further coordination with the relevant stakeholders such as the CSC, MCP and NIBP. It was also agreed upon that CTAP would issue its reports on a quarterly and annual basis rather than on a monthly basis as it had previously been reporting.

- *Use standard reporting formats for programme activities.* CTAP planned to provide standard monthly, quarterly and annual reports, which will be sufficiently comprehensive for all donors. During the reporting year, the project generated eight monthly and one quarterly progress reports.
- *CTAP has been in close coordination with other capacity development programmes and initiatives.* The Independent Administrative Reforms and Civil Service Commission (IARCSC) has for obvious reasons been a significant partner for CTAP. The Civil Service Commission (CSC) is the main channel through which qualified and motivated counterparts can be located for CTAP Advisors. Thus, CTAP has developed a close working relationship with the Management Capacity Programme (MCP) of the Civil Service Commission (CSC). The Director General of MCP is a member of the CTAP Advisory Board. CTAP and MCP have agreed to form a Joint Capacity Development Working Group (WG) which aims to identify and reduce overlap and gaps. Recently, CTAP has also been working with the IARCSC/MCP on a mapping process in which CSC will give priority to departments where CTAP Advisors have been deployed or are expected to be deployed. CTAP takes pride in its ability and willingness to work in concert with other organizations in order to achieve its objectives. Unfortunately, the project has not received the level of cooperation from its partners at CSC and MCP. However, CTAP is actively working and pushing to attract their support.

CTAP is also coordinating its efforts with respect to compensation of its Local National staff by utilizing the Super-Scale initiative of the Public Administration Reform Directorate of the Civil Service Commission. The initiative can prove very helpful in providing CTAP TAs with proper counterparts.

3. PROGRAMME RESULTS

3.1 Building and Maintaining a High-Functioning Secretariat

CTAP now has a well-operating highly efficient Secretariat comprising of Capacity Development, M&E, Communications, HR, and Admin/Finance Sections..

During the reporting year, CTAP's secretariat has made significant progress in size, capacity, functions and performance. The international advisors at CTAP have played a significant role in developing the capacity of the national staff. They have been working closely with their qualified national counterparts in order to enhance the functions and improve the overall performances of the programme.

CTAP Human Resource (HR) has been very active and successful in its recruitment process of Technical Advisors (TA) for client ministries and bringing international TAs to Afghanistan. The HR function of the CTAP secretariat has exhibited an effective and efficient level of sustainability. National project staffs execute a high proportion of the HR recruitment life cycle under the direction and supervision of the international advisor. CTAP's HR processes and procedures are fully compliant with the laws and regulations of the Government of Afghanistan. The prospects for entirely nationalizing the HR function are exceptionally strong.

CTAP financial processes are not only speedy and efficient, but also entirely compliant with the rules and regulations of the Government of Afghanistan, as well as international best practices and standards.

By end of the reporting year, the M&E function of the secretariat was well-established, making good progress towards being institutionalized. The M&E section has been able to prepare Logical Frameworks (LF) for seventeen departments while fifteen M&E Frameworks have been prepared so far for various departments. CTAP has adopted Results Based Monitoring (RBM) Approach in Monitoring and Evaluation. This process is divided into three main parts. First part consists of Situation Analysis and Tools Development, as described about the LFA and Framework process. The second part is execution of M&E Process on programme and independent client level and the third part is the progress review, outcome and Impact assessment and assistance performance appraisal. This approach provides the comprehensive vision of programme, its depth and breadth and long term impacts of programme towards its objective.

CTAP is significantly improving its Communications Strategy. The Communications Department regularly monitors the media to study CTAP's press coverage. The Department is also intimately involved with the drafting and updating of content for the newsletter and website.

The Capacity Development (CD) section has assisted client Ministries through the process of developing comprehensive TA's Request for Assistance (RfA) proposals. Requests submitted by various Ministries are thoroughly reviewed and sent back for modifications if necessary. CTAP has developed a system containing tools and procedures that are effective in ensuring that capacity development requests can be properly generated, and that the advisors recruited during the fulfillment process will be engaged in appropriate capacity development activities.

Further to this, CTAP has produced a standard Work Plan (WP) format for its TAs. TAs develop their WP within thirty to forty days of their deployment in the target department. The WP is developed in close negotiation with the counterpart and is approved by the TA's supervisor at the Ministry.

CTAP has also developed Advisor Notes for its TAs. The Advisor Notes offer a detailed description of the ways and methods through which TAs are to develop capacity at the target department. It also provides information about the areas that are priority for CTAP in terms of CD such as the introduction of new systems, simplification of processes and transfer of new skills. The Notes also guide CTAP TAs to the best ways they can adopt to implement the changes

they introduce into a system or processes. Each TA is given a printed booklet of the Advisor Notes before his/her deployment into their respective departments at the ministry.

3.2. Developing a Fully Functional CTAP's Website

CTAP team worked to vet and identify a capable local vendor to create CTAP's Web-Site (www.ctapafghanistan.org) and has completed an extensive needs analysis based on required functionality by CTAP, applicants and TAs. The CTAP Web-Site was launched in July 2010. Since that time additional functionalities have been engineered by the CTAP HR team in conjunction with the Website developer to enable CTAP to stack and rank candidates based on the ToR and weed out candidates that do not meet the requirements for the position. This has reduced the amount of time required by the HR team to review resumes and present qualified candidates to Ministries.

During August, the fully functioning CTAP website went live. The site, www.ctapafghanistan.org, is an integrated Content Management System and Recruitment engine. The recruitment functionality allows prospective advisors to create searchable CVs, and to apply for positions that are uploaded by the CTAP HR team.

The site includes functionality to allow CTAP HR to manage the application process and to automatically score candidates for each position, accelerating the long-listing process, and also has many other features such as job alerts for registered users and the ability to refer jobs to friends and colleagues. In functionality, it is comparable, if not superior to, recruitment engines used by major international organizations. The site's content management system allows the creation of menu items, pages and page-content by any registered user with the right access level and basic IT skills. Meaning that CTAP is able to provide updated programme information and news, as well as information specifically for CTAP advisors, without depending on IT professionals.



CTAP is proud to report that the technical specification for the website was developed by the CTAP Secretariat itself, and that the entire site was developed by an Afghan web development company, procured through the government procurement system.

3.3. Bringing International TAs to Afghanistan through Government System

CTAP began advertising positions in February 2010. Six positions were advertised for the IDLG Human Resource Department. These numbers grew larger as CTAP became more functional and started to gain recognition. By the end of the year, CTAP was able to advertise a total of eighty-seven positions for sixteen different ministries and agencies.

During the start-up phase it was initially taking the CTAP HR Department an average of approximately one-hundred and twenty days to recruit international advisors. The recruitment cycle was reduced to seventy-seven days through improved processes and procedures. From September through December, the cycle time has been further reduced by an additional seven days to seventy days from the time of a ToR is posted to the arrival of the international TA in Kabul.

CTAP has a fully functional regularly updated website which not only includes all relevant information about the Project but is also used a recruitment engine.

A total of 87 positions were advertised during the reporting year for 16 client ministries and agencies...

The cumulative number of positions advertised for each client is shown in the table below:

Agency	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
IDLG	0	6	12	0	16	20	0	0	0	0	0	0
MAIL	0	0	10	20	22	24	0	27	29	0	0	31
MoE	0	0	0	11	0	13	0	15	17	0	0	0
KM	0	0	0	0	0	4	8	0	0	9	0	0
MoM	0	0	0	0	0	0	0	6	12	0	0	14
MoUD	0	0	0	0	0	0	0	4	8	0	0	12
MoLSA	0	0	0	0	0	0	0	0	6	0	0	9
MRRD	0	0	0	0	0	0	0	0	4	8	9	0
MoPW	0	0	0	0	0	0	0	0	3	6	0	0
MoTCA	0	0	0	0	0	0	0	0	5	10	0	0
MoPH	0	0	0	0	0	0	0	0	0	5	0	0
MoEW	0	0	0	0	0	0	0	0	0	6	0	9
MoCI	0	0	0	0	0	0	0	0	0	3	0	0
MoFA	0	0	0	0	0	0	0	0	0	3	0	4
MoCN	0	0	0	0	0	0	0	0	0	0	0	6
MoF	0	0	0	0	0	0	0	0	0	0	0	2
Total												87

TABLE 2. CUMULATIVE POSITIONS ADVERTISED PER AGENCY

Among the eighty-seven positions, some have been re-advertised for various reasons. In some instances it has been difficult to find the desired candidate at the first round of interviews. Some of the TAs had rejected offers after going through the entire recruitment process and the positions had to be re-advertised.

*...there were
21 CTAP
TAs on the
ground at
the end of
2010.*

The first CTAP Advisors started arriving in the country in July. By the end of September CTAP had nine (9) Advisors on the ground at various ministries. This number grew to twelve (12) in October, seventeen (17) in November and by the end of the year, CTAP had twenty-one (21) TAs on the ground at four Government Ministries and Agencies. While sixteen (16) TAs were still in transit. They have accepted their contracts and CTAP was working to facilitate their arrival in the country as soon as possible.

CTAP believes that its speed of recruitment is fairly standard for open, competitive recruitment of internationals for positions in Afghanistan. However, the CTAP process is particularly demanding, in that it requires the client agencies to play a major role in preparing Terms of Reference (ToR), interviewing candidates and selecting them, while also striving to ensure transparency, fairness and equality.

A detail of CTAP TAs on the ground at CTAP client Government ministries/agencies has been given in the table below:

Agency	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
IDLG	0	0	0	0	0	0	0	0	2	1	0	0
MAIL	0	0	0	0	0	0	3	0	2	0	1	1
MoE	0	0	0	0	0	0	2	0	0	1	2	3
KM	0	0	0	0	0	0	0	0	0	1	2	0
MoM	0	0	0	0	0	0	0	0	0	0	0	0
MoUD	0	0	0	0	0	0	0	0	0	0	0	0
MoLSA	0	0	0	0	0	0	0	0	0	0	0	0
MRRD	0	0	0	0	0	0	0	0	0	0	0	0
MoPW	0	0	0	0	0	0	0	0	0	0	0	0
MoTCA	0	0	0	0	0	0	0	0	0	0	0	0
MoPH	0	0	0	0	0	0	0	0	0	0	0	0
MoEW	0	0	0	0	0	0	0	0	0	0	0	0
MoCI	0	0	0	0	0	0	0	0	0	0	0	0
MoFA	0	0	0	0	0	0	0	0	0	0	0	0
MoCN	0	0	0	0	0	0	0	0	0	0	0	0
MoF	0	0	0	0	0	0	0	0	0	0	0	0
Total	21						5		9	12	17	21

TABLE 3: ADVISOR DEPLOYMENT SUMMARY

There are variety of reasons for the wide contrast between the number of advertised positions and the TAs on the ground. The client Ministries are often slow in reviewing the resumes and producing a short list of candidates. At times, all members of the interview panel from the ministry are not available for the pre-scheduled interview. Some Advisors reject the offers or withdraw their applications at the last stage of the process that forces CTAP to re-advertise the position if there are no other suitable candidates available. Problems also arise from time to time when securing entry visas for TA's at the MoFA. These are samples of issues that significantly impede the process of TA deployment in the country. CTAP has continuously been working with ministries and making progress towards improving the system and the deployment time frame of TAs.

3.4. Developing the Capacity of the Government of Afghanistan

Though it has not been long enough since the first group of CTAP TAs are on the ground ...

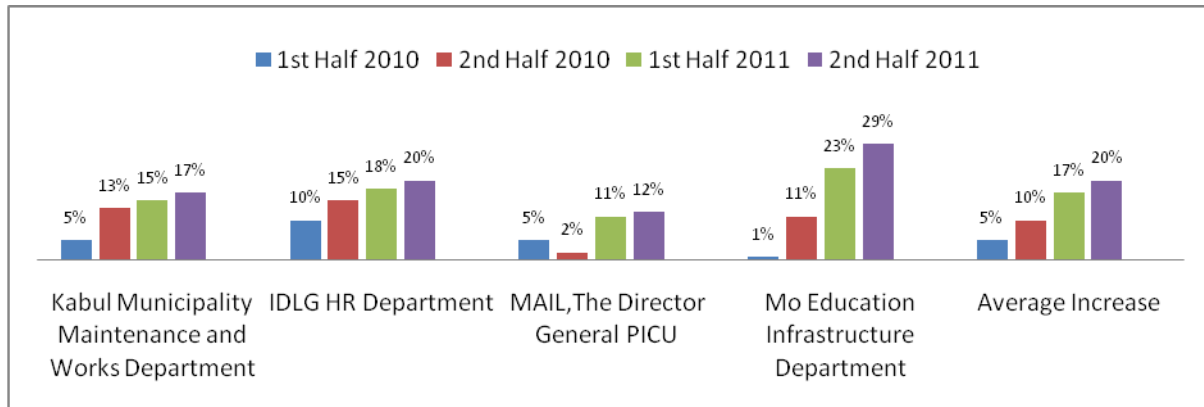
The first group of CTAP TAs was deployed six months before the end of the year, and it is too early to measure tangible progress in capacity development in the government agencies where they are placed. However, CTAP M&E team has been active since the beginning in carrying out studies and assessments to establish baselines ahead of the deployment of the TAs. It has also regularly been collecting data and information on the level of capacity developed after the deployment of CTAP's TAs.

CTAP M&E Section conducted a case study selecting one department from each Ministry/Agency where CTAP Advisors had been deployed. They are the HR Department of the IDLG, the Infra-structure Services Department (ISD) of the Ministry of Education, the Programme Implementation and Coordination Unit (PICU) of the Ministry of Agriculture, Irrigation and Livestock (MAIL) and the Maintenance and Works Department of Kabul Municipality.

Two important aspects of capacity development have been considered in this case study. One is the increase in departmental outputs and another is the departmental budget execution.

The following chart shows the average total increase in the Departmental Outputs from baseline.

AVERAGE TOTAL INCREASE IN DEPARTMENTAL OUTPUTS (FROM BASELINE)



The increase in Departmental Outputs at the HR department of the IDLG stood at 10% in the first half of 2010. It rose to 15% at the end of the year. It is projected to rise up to 20% at the end of 2011 which is encouraging.

The Infra-Structure Department (ISD) of the Ministry of Education (MoE) shows a remarkable increase in its departmental outputs. It rose from 1% at first half of 2010 to 11% at the end of second half of 2010. If the improvement continues by the same rate the forecast is that it will reach to 23% at the first half of 2011, and 29% at the end of second half of 2011.

The progress at the Kabul Municipality Maintenance and Works Department and Ministry of Agriculture PICU Department has not been at the same rate as at the IDLG and MoE but there is still a steady progress through the period. The average increase is also shown in the above chart which shows a steady and consistent improvement and increase in the departmental outputs during the specified periods.

Once international TAs are deployed at the ministries, it takes between 60 – 90 days to become immersed in nature and scope of the work to be performed. This includes developing and implementing work plans approved by their respective supervisors to achieve the desired outputs and deliverables of the particular departments. In an effort to shorten this ramp-up period, once international TA have accepted their contracts, CTAP sends them the Request for Assistance (RfA) package submitted by the ministry department and approved by CTAP along with their ToRs. This enables the TAs to study the RfA ahead of their arrivals, and learn how their ToR relates to the desired outcomes and deliverables.

During the first ninety days of employment ministry supervisory personnel complete an Introductory Performance Review of the TA indicating his/her strength, weaknesses and vulnerabilities as well as establishing mutually agreeable goals and objectives for the balance of the year. These goals are to be S.M.A.R.T; Strategic, Measurable, Achievable, Realistic and Time Bound. Upon completion and sign-off by the TA and his/her Supervisor, the Introductory Performance Evaluation is forwarded to the CTAP HR department for review. The CTAP HR department shares the Introductory Performance Evaluation and goals and objectives with the Principal International M&E Advisor to ensure that it aligns with and is validated by the RfA, the TA's ToR and the TA's WP as well as the M&E Logical Framework. If and where inconsistencies are noted they are discussed with the TA and his/her supervisor and the recommended corrective actions are noted and taken.

...but there has still been some improvement in the overall capacity of the departments where the TAs are placed...

4. RISKS, ISSUES AND LESSONS LEARNED

4.1. Risk and Issue Management

CTAP has planned mitigation strategy for potential risks and has been making efforts to address the challenges..

CTAP has a risk matrix that identifies and categorizes over 80 project risks in categories ranging from high-level risks and client expectations, to operational and security risks. Rather than report on all of the risks, CTAP only shows the risks that have proved to be relevant. Along with the risk, CTAP also reports the planned mitigation strategy, and the effectiveness of the strategy. The relevant risks during the past year and their mitigation strategies are shown in the table below:

Risk	Planned Mitigation Strategy	Effectiveness
Poor internal communication within the ministry	Repeating process of providing CTAP information at each stage of development	Medium
Poor quality of application	Provision of technical resources and working closely with focal point	Medium
Misinterpretation of CTAP service lines by prospective clients	Clear and repeated communication	Medium
Client cannot provide suitable counterparts for CTAP advisors	Allow flexibility for counterpart arrangements at first; apply pressure to improve over time	Medium
Clients treat CTAP advisors as line staff	Strong communication of required role; controls through M&E, staff assessment and inter-ministerial agreements	High
Clients unwilling to execute client side of HR process in timely fashion	Strong communication of required role; mobilization of leadership to drive client participation	Medium
Client-side corruption/nepotism occurs within Selection Process	Increased transparency mechanisms; zero tolerance policy for discovered cases	High
Recruitment slow due to high work load compared to capacity on CTAP Secretariat HR section side	Ensure adequate resources for HR; continual improvement of HR processes; partial automation of HR processes	High
M&E is not prioritized by clients	Make M&E a condition for receiving support; clear communication of requirement	Medium
Lack of Security	Increased coordination with international organizations and relevant security agencies and regularly updating TAs of security threats	Medium

TABLE 4: PROGRAMME RISK MANAGEMENT SUMMARY

4.2. Lessons Learned

At some departments, CTAP TAs counterparts are not Tashkeel staff..

Over the course of the last six months (July to December), since the arrival of the first TA, CTAP has gathered and recorded data pertaining CTAP and TAs experiences and lessons learned, positive and negative alike. Close contact with TAs, their counterparts and frequent field visits have assisted the CTAP colleagues to collect these valuable insights and utilize them to enhance CTAP operations and methodologies.

At the end of the reporting year, CTAP conducted a lessons learned workshop with its TAs from different Government Ministries/Agencies. The lessons learned were mainly related to the proper transfer of skills to the counterparts and the sustainability of the capacity developed at the departments and the ability of clients following CTAP processes. CTAP also learned that it needs to be flexible in its approach while dealing with the clients. There is also a need for enhancing communications with the client ministries at various levels in order to get the message across and make clients adhere to their commitments. Followings are the lessons learned recording in the workshop:

..while some counterparts do not possess the required potential to absorb new skills...

- 1. Unavailability and/or lack of qualified counterpart at some departments undermine the sustainability of capacity development:* It was initially hoped that every CTAP advisor would have a qualified Tashkeel level counterpart, preferably under the super-scale or MCP. At the time of submitting Request for Assistance (RfA) to CTAP, the ministries make a commitment to provide a Tashkeel level counterpart within six months if the counterpart is not available at the time of TA's deployment, however this does not happen as often as CTAP desires.
- 2. Involvement of TAs in daily office work prevents them from their real task of Capacity Develop:* Some ministries involve TAs in daily office tasks instead of letting them engage in the capacity development . This is strictly prohibited according to CTAP policy and can be considered "misuse" of the TA.
- 3. Developing requests is harder than it was expected:* It was initially expected that high-capacity ministries would easily be able to develop requests. It proved that this was not the case. The client ministries do not always provide the exact information they are asked for and directed to. The overall timeline for completion of the request by the client ministry is also not a matter of days as was initially anticipated, but weeks/months.
- 4. Clients are less responsive than expected:* CTAP found that when action is needed, the client ministries delay response for no comprehensible reasons. Paperwork requiring only a signature can wait a week or longer to be signed. Even trying to arrange a meeting to agree which candidates to be interviewed or short listing of the applications can in some cases lead to 3-4 weeks delay.
- 5. The process is overall much slower than expected:* It was hoped that clients could complete the HR process before 3 months, but in many cases this target has been missed by a significant margin. The main causes have been on the client side, including long delays to move to the next step of the HR process, unrealistically high expectations of candidates offered the contract and refusal to pick second choices leading to re-advertising when the first choice refuses a CTAP offer.
- 6. Transparency is more of an issue than expected.* CTAP found that basic understanding of transparent HR processes was not present in at least one recruitment cycle, leading to a direct abuse in one case (which was quickly identified and rectified). This lack of understanding and subterfuge required CTAP's HR Department to make significant changes in its interface including policies, procedures and processes with ministries and CTAP.

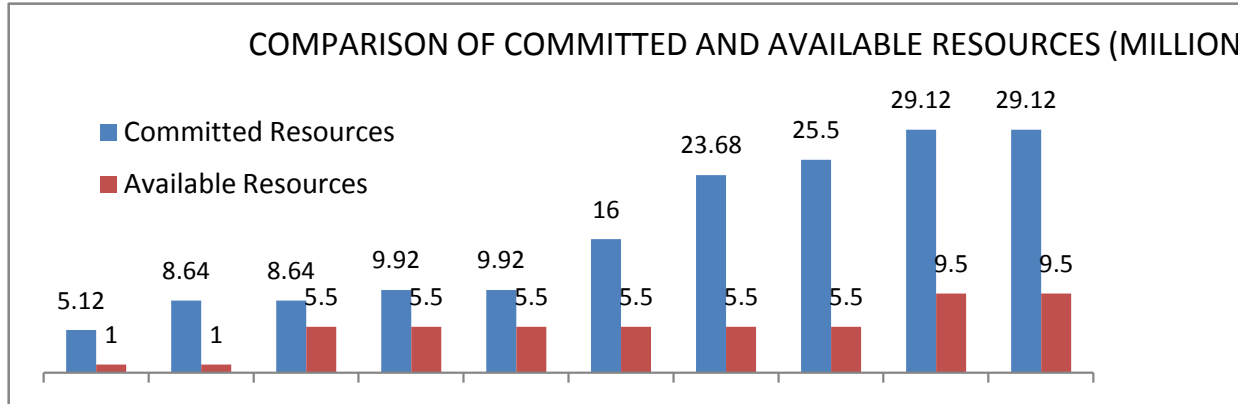
Conclusions:

1. There is a need for better communications and information sharing from CTAP team with the client departments especially the TA's supervisors.
2. The message about using the TA only for the real capacity development job should be communicated to the ministries on frequent basis.
3. Client ministries should be frequently contacted and reminded of their responsibility about doing their part of the HR process.
4. In the absence of proper Tashkeel counterparts, the TAs can focus more of their concentration on building institutional capacity besides individual capacity. Reminding the ministries of their commitment of providing Tashkeel counterparts can also prove helpful.
5. In order to ensure a more transparent recruitment and selection processes, CTAP HR should have voting authority at the TA's interview.
6. Team work amongst CTAP TAs at particular department is very important in order to achieve greater efficiency and effectiveness.

5. PROGRAMME RESOURCES

5.1. Financial Commitments

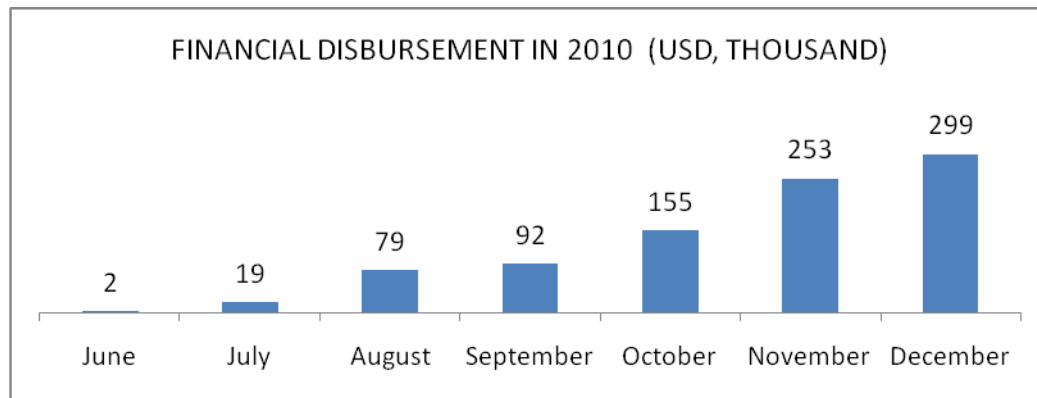
A comparison between the Committed and Available Resources is shown in the following chart



5.2. Financial Disbursements

.. The ratio of disbursement has kept on growing with the increase in the number of TAs on the ground..

The disbursements for the first six months of the year had been minimal. This was because CTAP did not have any advisors on the ground for that period. The structure and disbursement model of CTAP is over 93% direct TA and less than 7% admin cost disbursements. From October 2009 to February 2010, the entire initial needs of establishing the Secretariat was paid for by the in-kind and financial support of the MoF and USAID supported programme ACSS. CTAP received its first transfer of fund from the USAID in February 2010 and started to pay for its expenses.



It is true that the amount disbursed resources is not very large relative to the total programme budget. The reason for this was that operation costs comprise a very small fraction of these resources. Most of programme expenditure is in the form of salaries, and allowances, and given the fact that all advisors are hired under two year contracts, each month only a tiny fraction of the funds allocated to them can be disbursed which constitutes a very small percentage of the programme budget. But with more TAs expected to arrive in country in the near future, the amount of disbursed resources is expected to increase accordingly. The operation costs would also see an increase with the expansion of CTAP activities and enlargement of its secretariat.

5.3. Financial Summary

.. CTAP operations cost has also seen an increase with the expansion of its Secretariat and the higher number of TAs on the ground...

The detailed financial data for the year 2010 is laid out in the table below. In the table, the committed resources are the CTAP commitments to the number of TAs it agrees with the client ministries and advertises their positions. TAs' contracts are for a minimum of two years, thus CTAP commits its resources for that period. The available resources are the actual amount of fund provided to CTAP and transferred to the ' special bank accounts of the respective donors at the DAB. The total available resources of CTAP are US\$ 9.5M (US\$ 5.5M of the USAID & US\$4.0M of the German Government). The sum of Disbursed Salaries and Allowances and Disbursed Operations Cost make up the total Disbursed Resources. The Balance of Committed Resources is the Committed Resources minus the sum of the Total Disbursed Resources for the current month and accumulative prior months. Subtracting that sum will give us the balance for Available Resources. The Utilized Percentage of Resources is the relation between Total Disbursed Resources and the Total Available Resources.

Figures In US\$

Months	Total Resources Available	Disbursed Salary and Allowances	Disbursed Operations Cost	Total Disbursed Resources	Committed Resources	Balance of Committed Resources	Available Resources Balance	Utilized %age of Resources
January	-	-	148	148	-	(148)	(148)	
February	1000,000	-	1,589	1,589	-	(1,737)	998,263	0
March	1000,000	-	-	-	5,120,000	5,118,263	998,263	-
April	1,000,000	-	597	597	8,640,000	8,637,666	997,666	0
May	5,500,000	-	743	743	8,640,000	8,636,923	5,496,923	0
June	5,500,000	-	2,067	2,067	9,920,000	9,914,856	5,494,856	0
July	5,500,000	16,068	3,075	19,143	9,920,000	9,895,713	5,475,713	0
August	5,500,000	74,454	4,223	78,677	16,000,000	15,897,036	5,397,036	1
September	5,500,000	82,343	9,516	91,859	23,680,000	23,485,177	5,305,177	2
October	5,500,000	149,944	5,283	155,228	25,500,000	25,149,950	5,149,950	3
November	9,500,000	247,006	5,888	252,894	29,120,000	28,517,055	8,897,055	3
December	9,500,000	293,628	4,909	298,537	29,120,000	28,218,518	8,598,518	3

TABLE 6: PROGRAMME FINANCIAL SUMMARY

CTAP had a very small set up for the initial few months of the year. The operations cost was in hundreds of dollars and no Technical Advisor had been recruited. Most of the staff working at CTAP Secretariat at the time were employed by other projects supporting CTAP. With the expansion in both size and activities of CTAP, the resources started to flow in and the expenditures began to rise.

The increase in both the committed and available resources shows that the donors are confident in CTAP. CTAP has been successful to utilize a fraction of these resources though small, in a manner that is efficient and well-managed and completely auditable.