



# REGIONAL AFGHAN MUNICIPALITIES PROGRAM FOR URBAN POPULATIONS (RAMP UP)-SOUTH

## FINAL REPORT

**31 March 2014**

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Front cover: A shop owner in Shahjoy, a populous district municipality of Qalat, proudly displays his newly issued municipal business license.

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**Contract No. 306-C-00-10-00527-00**

The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

*“A municipality is a distinct legal and administrative entity with a well-defined geographical or territorial boundary and created for the purpose of providing for the general welfare of its constituents.”*

*— Definition of a municipality in the Government of the Islamic Republic of Afghanistan’s sub-national governance policy*

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## ACRONYMS

AusAID	Australian Agency for International Development
CSD	citizen service desk
CSC	citizen service center
GDMA	General Directorate of Municipal Affairs
GIS	geographic information system
ICT	information communication technology
IDLG	Independent Directorate of Local Governance
IFMS	Integrated Financial Management System
IT	information technology
LEDP	local economic development plan
MAB	municipal advisory board
MCI	Municipal Capacity Index
OAA	Office of Administrative Affairs
PPP	public-private partnership
RAMP UP	Regional Afghan Municipalities Program for Urban Populations
SOP	standard operating procedure
SWM	solid waste management



# EXECUTIVE SUMMARY

## Background

Decades of conflict have had a highly destructive impact on Afghanistan's physical, political, economic, and institutional infrastructure, eroding public confidence in the government's ability to execute its core functions. Reinforcing the legitimacy of the Afghan state requires establishing effective and accountable governance mechanisms supported by an efficient public financial management system. Building a strong public administration that delivers high-quality public services, solicits and incorporates citizen feedback into policy decisions, and protects marginalized and vulnerable groups is crucial to the sustainability of Afghanistan's development.

Since the fall of the Taliban, the Afghan government has been working closely with the international community to rebuild the public sector and improve infrastructure throughout the country. Yet efforts to strengthen the national administration have not been complemented by commensurate attention to local governance, although municipalities are the face of the public sector in urban centers around the country. With 24 percent of Afghanistan's population now living in cities, and an urban population growth rate of nearly 5 percent per year, municipalities face serious challenges in a wide range of areas, including access to clean water and sanitation, solid waste management, education, air pollution, the quality of public spaces, and land use planning.

Efforts to build public sector capacity have been persistently undermined by a virulent and expanding insurgency. Southern Afghanistan in particular has been acutely affected by violence, instability, and conflicting allegiances to political and traditional authorities. Southern Afghanistan is a central front in the struggle to create capable and accountable local governments dedicated to improving the quality of life for citizens. It is at the municipal level that many people have their most direct interaction with government, and the success of ongoing counterinsurgency efforts will be substantially influenced by the quality and broad acceptance of local institutions.

Recognizing the importance of municipal governments to Afghanistan's overall recovery, security, and development, USAID launched the \$101 million Regional Afghan Municipalities Program for Urban Populations (RAMP UP)-South in June 2010 to promote effective, responsive, democratic, transparent, accountable, and gender-sensitive public administration in six targeted municipalities in southern Afghanistan.<sup>1</sup> Its designated operational area was the municipal capitals of the six provinces comprising the International Security Assistance Force's Regional Command-South: Kandahar City in Kandahar province, Lashkar Gah in Hilmand, Tirin Kot in Uruzgan, Zaranj in Nimroz, Qalat in Zabul, and Nili in Daykundi.<sup>2</sup> During the third year of the project, RAMP UP-South extended technical assistance to the smaller district municipalities of Spin Boldak

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<sup>1</sup> The total estimated cost of the contract, plus fixed fee, was decreased from the original value of \$149,023,047 to \$101,046,401 in April 2013.

<sup>2</sup> The original Regional Command-South was divided into Regional Command-South (Kandahar, Daykundi, Uruzgan, and Zabul), and Regional Command-Southwest (Hilmand and Nimroz) in 2010.

and Panjwayi in Kandahar province and Shahjoy in Zabul province through pilot programs.

In close partnerships with its key national government partners, the Independent Directorate of Local Governance (IDLG) and General Directorate of Municipal Affairs (GDMA), along with provincial reconstruction teams and other USAID- and donor-funded programs, RAMP UP-South began to provide strategic support to the target municipalities to build their institutional and administrative capacity while also supplying the resources necessary to allow target municipalities to deliver services more effectively, increase revenue collection, and promote local economic development. As a result of RAMP UP-South's activities, Afghan citizens now receive better and more reliable public services, have a stronger understanding of the responsibilities of municipal leaders, play more active roles in the municipal decision-making process, and increasingly view local government institutions as legitimate.

### RAMP UP-South's Primary Tasks

RAMP UP-South's implementation approach was anchored in the USAID/Afghanistan results framework and contributed to USAID's overarching strategic objective of providing "a more capable, accountable government in Afghanistan that serves the Afghan people and can eventually function with limited international support." Within this overarching strategic objective, the program supported Strategic Objective 5 to support a "democratic government with broad citizen participation." RAMP UP-South also supported Intermediate Result 6.3, "strengthened institutions for good governance."

**Task 1.** Enhance the management capacity of Afghan municipal officials to provide key public services to citizens

**Task 2.** Support the Afghan government in delivering responsive, effective, and visible municipal services as a means of building public confidence and satisfaction with local government

**Task 3.** Assist the Afghan government to improve economic development and revenue generation at the municipal level by building the capacity of municipalities to 1) create new revenue streams through parcel registration and business licensing, 2) develop realistic budgets that support the execution of basic services, and 3) initiate public-private partnerships

**Task 4.** Provide crosscutting support in gender, youth, and public outreach to integrate and institutionalize citizen participation in public decision making, particularly among women and youth

### Strengthening Municipal Governance and Afghan-Led Development

Between June 2010 and March 2014 RAMP UP-South built the capacity of Afghan municipal staff to deliver essential public services effectively and sustainably. Throughout the life of the project, RAMP UP-South worked with local and national counterparts to develop municipal improvement plans that defined priority objectives and laid the groundwork for the sustainable, Afghan-led initiatives to address them. Guided by the municipal improvement plans, RAMP UP-South trained municipal staff in both core competencies and technical specialties, boosting the efficiency of municipal operations and improving service delivery.

The introduction of new revenue collection and management systems greatly improved the ability of municipal governments to mobilize own-source revenue. Programs to bolster outreach to citizens and expand participation in local government by women and youth strengthened the link between local communities and municipal institutions and fostered sensitivity, understanding, and respect for the interests and input of marginalized groups. Throughout the program, RAMP UP-South consistently placed municipal officials at the forefront of planning and implementation, enabling them to gain valuable experience while underscoring the primary role of Afghan officials in improving local governance. RAMP UP-South projects concentrated on highly visible public services such as solid waste management (SWM), small-scale road construction and other infrastructure improvements, and beautification campaigns to increase citizens' confidence in and support for local government. Recognizing the importance of engaging a wide range of partners to develop local capacity and spur economic growth, RAMP UP-South forged valuable partnerships with agencies and organizations at the local, national, and international levels.

RAMP UP-South's implementation demonstrated that Afghan ownership was essential to project success and sustainability. In March 2012, RAMP UP-South initiated a highly effective and well-regarded Afghanization strategy, placing senior Afghan staff in key leadership positions on the project. Between the first and second years of implementation the number of expatriate staff was reduced by 80 percent; by the third year, the ratio of local nationals to expatriates had risen to nearly 26:1. RAMP UP-South increasingly transitioned the most senior technical and team leadership positions to local national staff to ensure the long-term sustainability of project achievements. These carefully selected leaders received extensive mentorship from expatriate counterparts, who provided oversight and ensured quality control as they built staff capacity to manage program activities independently. Both flexible and decentralized, this approach progressively shifted the primary authority, accountability, and responsibility for project management to RAMP UP-South's Afghan-led teams.

#### **Unparalleled Engagement of Afghan Staff**

"I am personally unaware of any USAID program in Afghanistan that puts such a high premium on, and has successfully implemented, the inclusion of Afghan staff in critical positions to the degree that has been achieved by RAMP UP-South."

— *Ralph Koehring, contracting officer, USAID/Afghanistan*

RAMP UP-South's Afghanization strategy also involved extensive capacity building at the individual and institutional levels to ensure that municipal officials had the skills and experience necessary to consolidate and build on program achievements long after implementation of RAMP UP-South had concluded. Following three years of sustained, targeted training and the provision of strategic resources, RAMP UP-South had established the groundwork for transferring ownership of the project's key service delivery and revenue generation systems to local authorities.

In the final year of implementation, RAMP UP-South completed the successful transfer of two of its anchor programs, SWM and the Integrated Financial Management System (IFMS), to municipal control. The SWM program was a high-profile, high-impact service delivery initiative whose broad popularity greatly bolstered public confidence in the

municipalities. The IFMS is an automated financial management system that modernized core municipal accounting processes and improved the quality of financial reporting by introducing checks and balances through real-time reports that could be accessed at the municipal and central government levels. The IFMS provides the financial management tools necessary to create reconciled budgets that account for the operation and maintenance costs of SWM and other service delivery initiatives, helping to secure their long-term fiscal viability. RAMP UP-South’s IFMS and SWM programs were developed by Afghan technical staff working closely with municipal counterparts, incorporating international best practices, and carefully tailoring their design to suit the Afghan context and maximize local buy-in. A comprehensive program of on-the-job technical training, utilizing actual tools in the work environment, helped local staff to develop the knowledge and skills necessary to operate the systems autonomously.

RAMP UP-South’s implementation of IFMS and SWM in its target municipalities was so successful that IDLG and GDMA officially endorsed both systems as national models. IFMS and SWM are scalable platforms that can be easily implemented in widely differing operating contexts. With all six target municipalities independently operating the IFMS by early 2014, RAMP UP-South focused on building implementing partners’ capacity to roll out the system in municipalities across the country. Transferring management of IFMS rollout to IDLG and GDMA helped ensure their ownership of the implementation process, promoting the sustainability of this model as it is replicated nationwide.

#### **Celebrating the Transition to Local Ownership of the IFMS**

“Before I joined USAID, I was an accountant. I did financial management; I understand, personally, the importance of this system and the impact on the government. I have fully supported [the IFMS], and I will continue to support it, and I really applaud [IDLG, GDMA, and the RAMP UP-South team] on the work that you have put forth to make this possible to help your government, your country, to achieve its goals.”

— Carolyn Teddy Bryan, USAID Deputy Mission Director

RAMP UP-South’s focus on Afghan-led development informed its activities in each of the core components that comprised the program’s scope of work. Working closely with the mayors of target municipalities, RAMP UP-South trained local government counterparts in establishing and operating municipal advisory boards (MABs). The MABs provide a vital link between a municipality and its constituents by facilitating public feedback, supporting improved oversight, and promoting increased accountability. Recognizing the need to establish a standardized process for budget preparation and execution consistent with IFMS, RAMP UP-South developed a set of standard operating procedures (SOPs) for public financial management. To assist the municipalities in developing sustainable, recurring revenue streams, RAMP UP-South worked to modernize the collection systems for *safayi*<sup>3</sup> taxes and business licensing fees. Always focused on sustainability, RAMP UP-South worked closely with four of the six municipalities to design and implement public-private partnerships (PPPs) to further strengthen the municipal revenue base, enhance the quality of public service provision, and spur private sector-led growth. Utilizing a competency matrix developed by RAMP

<sup>3</sup> The *safayi* tax is a municipal property tax used to finance basic public services.

UP-South, municipalities are now able to better assess training needs, ensure capacity building efforts are appropriately targeted and not duplicative, and report progress to both donors and beneficiaries.

These efforts were complemented by municipal outreach activities designed to highlight the expansion of municipal services, provide critical information on government policies and programs, and solicit input to further improve service delivery and strengthen public ownership of local government initiatives. Utilizing a variety of media outlets, including radio announcements, billboards, and municipal newsletters, RAMP UP-South reinforced the importance of citizen participation in public decision-making and emphasized the critical link between tax revenue and local service provision.

While outreach activities were designed to engage local communities as a whole, RAMP UP-South also placed special emphasis on specific efforts targeting the participation of women and young people. By institutionalizing mechanisms that give women and youth a voice in local governance — complemented by programs designed to facilitate their economic empowerment — RAMP UP-South promoted more inclusive and representative decision-making, leading to more effective policies and more comprehensive public services.

Throughout the life of the project RAMP UP-South focused on building a foundation for administratively and financially sustainable provision of high-quality municipal services. With mayoral and municipal council elections slated to take place in 2015, citizens will be better able to ensure that local government policies reflect community priorities by using their votes to hold municipal officials accountable. As the transition toward Afghan-led development progresses, it will be important to build on the systems and processes put into place by RAMP UP-South to further enhance municipalities' capacity for efficient service delivery and effective public financial management, while continuing to promote broad-based consultative decision-making and the active participation of women and youth in local governance.

### **Achievements and Results**

From the project's inception, RAMP UP-South incorporated a steadfast commitment to monitoring and evaluating meaningful results indicators. Initial citizen surveys and focus groups were carried out during the first year of the project to establish a baseline for assessing citizen satisfaction with public services. Further surveys were conducted in 2013 to record improvements in service provision and assess evolving public perceptions of the municipal governments. This data fed directly into RAMP UP-South's overarching impact indicator: the percentage increase in citizens' trust in, satisfaction with, and buy-in and overall support for municipal service delivery.

Those assessments revealed that business owners across the six municipalities were more willing to pay licensing fees and that municipal registration processes had improved the security and credibility of their businesses. Meanwhile, local citizens attributed improvements in their quality of life to more effective municipal services — particularly SWM and road infrastructure — with a growing number of residents also crediting the

municipalities with greater responsiveness, transparency, and accessibility. Moreover, RAMP UP-South outreach initiatives such as the citizen service desks, a citizen service center, and public information campaigns encouraged men and women alike to increasingly seek municipal assistance in resolving disputes and addressing public policy concerns — a testament to citizens’ increasing familiarity with and trust in their local governments. These gains coincided with tangible service delivery and revenue generation improvements in all the municipalities, as well as substantial progress in citizen engagement and empowerment initiatives for women and youth.

### Key Accomplishments

**105** priority municipal service projects delivered with RAMP UP-South assistance, building public support for municipal governments and improving the lives of citizens.

**\$3,109,522** in municipal revenue generated through RAMP UP-South’s sustainable revenue model, which facilitated the registration of 40,595 new businesses and 157,770 land parcels.

**217** percent increase in revenue in target municipalities comparing fiscal year 1389 (2010-2011) to 1392 (2013) due to RAMP UP-South-supported parcel registration and business licensing activities.

**4** public-private partnerships established with RAMP UP-South support, enhancing the quality of public service provision, boosting municipal revenue, and promoting sustainable economic growth.

**5,463** businesses licensed and recorded in IFMS through RAMP UP-South pilot projects in Spin Boldak and Panjwayi, building public confidence in these district municipalities.

**215** public outreach activities held with RAMP UP-South assistance in the municipalities, including 69 public awareness events organized specifically for women.

**240** citizen visits per day estimated at the CSDs and CSCs in target municipalities, increasing the transparency and responsiveness of municipal operations, and improving access to government services.

**3** sets of SOPs developed by RAMP UP-South for solid waste management, municipal budget preparation, and the implementation of IFMS, providing municipal staff with clear administrative guidelines and establishing reliable, routine processes.

**971** individuals trained in the target municipalities, with RAMP UP-South developing 59 curricula on a wide range of administrative and technical subjects.

**64** out of the 75 women who participated in the beautician skills vocational training program conducted in all six target municipalities went on to start their own home-based business.

**24** members were elected to the newly formed MAB in Tirin Kot and 17 were elected to the MAB in Zaranj improving citizen oversight of their municipal governments.

## CHAPTER ONE. SERVICE DELIVERY

### Transitioning Solid Waste Management to the Municipalities

Municipalities across southern Afghanistan face many challenges in establishing and operating efficient SWM systems. Rapid, uncontrolled urban population growth, coupled with accelerated economic activity, dramatically increase waste production. With obsolete equipment; insufficient supporting infrastructure; and limited financial, institutional, and human resources, the previous, largely ineffective municipal waste management systems had adverse health and environmental consequences for urban populations. The absence of a well-designed and effectively executed municipal waste collection system, supported by public awareness and civic participation, eroded popular confidence in the efficacy of local government.

Enhancing municipal service delivery to build public support for municipal governments, while simultaneously improving the lives and livelihoods of citizens, was a central theme of RAMP UP-South's programming. The team began by providing direct SWM assistance to Kandahar City to help address an emerging public health crisis. Throughout the first year of the program, RAMP UP-South focused on removing years' worth of accumulated rubbish from residential and commercial areas. RAMP UP-South's large-scale and highly visible waste collection effort resulted in the removal of an estimated 34,280 cubic meters of debris from Kandahar's streets and substantially improved overall sanitation in the city's densely populated sub-districts.

During the second year of the program, RAMP UP-South shifted from short-term, quick-impact projects to more structured and strategically defined service delivery initiatives that maintained a high public profile. The team assisted targeted municipalities in developing comprehensive SWM systems that could be operated sustainably and financed by the municipalities themselves. RAMP UP-South worked to identify and address specific service gaps as well as systemic inefficiencies and weaknesses in SWM infrastructure, facilities, and equipment. Consulting closely with the municipal governments, RAMP UP-South developed a strategy for maximizing the impact of municipalities' limited assets and ensuring successful, sustainable service provision.

As the project progressed, RAMP UP-South worked closely with each municipality to transfer control of SWM systems and processes to local officials, ensuring sufficient resources and municipal capacity were in place to maintain SWM operations without donor support. The project procured vital equipment, such as waste collection vehicles and community garbage skips, and provided on-the-job training for municipal staff in topics including SWM-related budgeting, dump site management, and route planning. The training aimed to



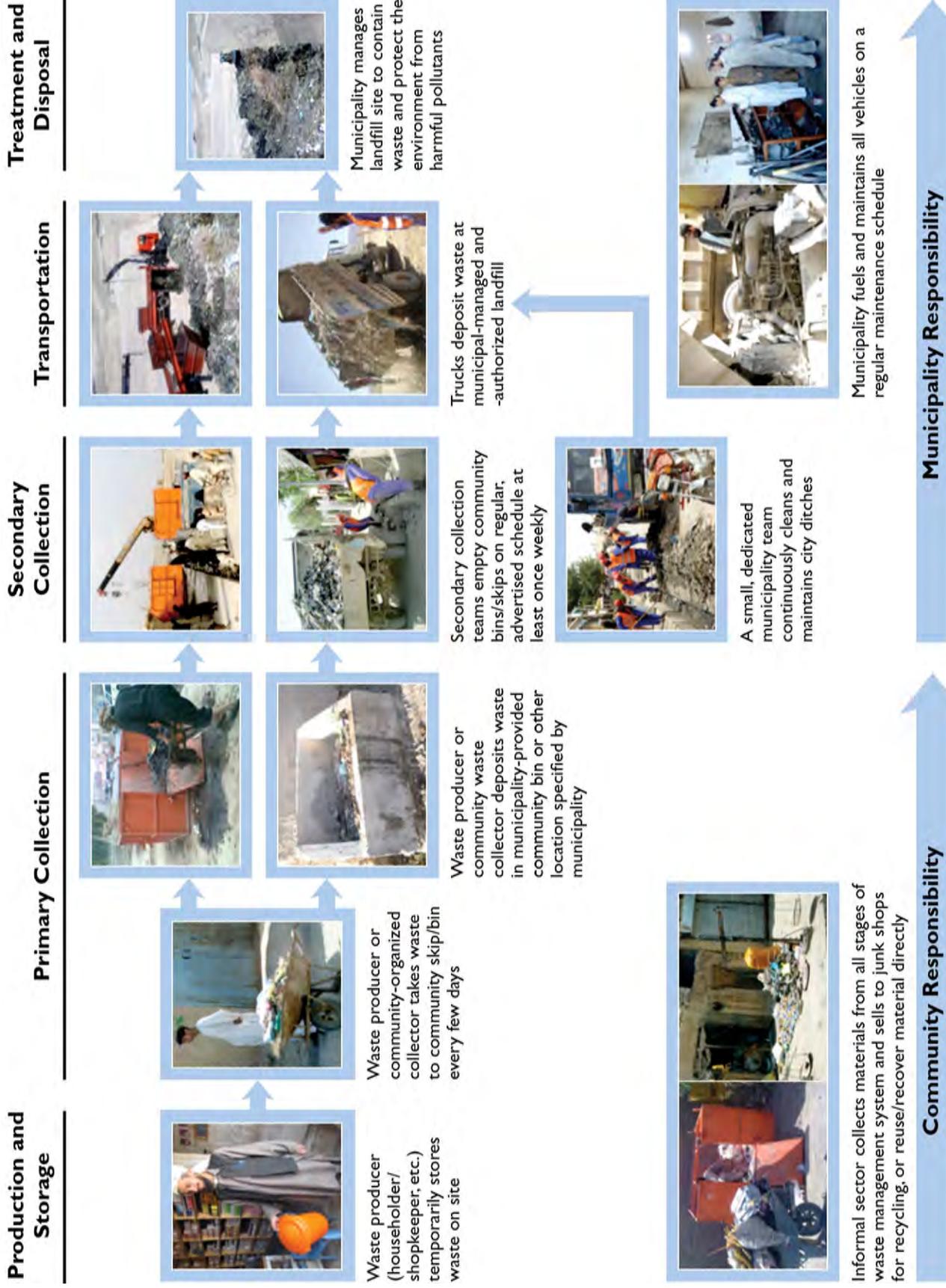
Youth in Tirin Kot bring waste to community skips.

provide municipal employees with the technical skills required to oversee and operate service delivery functions independently. Table 1 illustrates RAMP UP-South’s four-step SWM system, which provided a phased, sustainable approach to waste management in southern Afghanistan and was endorsed by GDMA as a national model. Exhibit 1 is a detailed overview of the waste management system that RAMP UP-South introduced.

**Table 1. RAMP UP-South’s Four-Step Solid Waste Management System**

Step	Results and Achievements
<p>1. Provide the municipality, through targeted use of available assets, augmentation of human and physical resources, and donation of critical capital investments (vehicles, community waste skips, maintenance facilities) with the means to establish a regular, reliable, and sustainable secondary waste collection system and processing from community bins to the main disposal site.</p>	<ul style="list-style-type: none"> <li>• Secondary waste collection assistance was provided in all municipalities prior to transitioning assets to municipality control</li> <li>• Community waste skips were procured in Kandahar (522), Lashkar Gah (175), Tirin Kot (220), Qalat (81), and Zaranj (115)</li> <li>• Collection vehicles were procured: dump trucks for Kandahar (10), Lashkar Gah (4) and Tirin Kot (3); tractor and trailer units for Nili (2) and Qalat (2); crane trucks for Kandahar (4), Lashkar Gah (1), Tirin Kot (2), and Qalat (1)</li> <li>• Construction of vehicle maintenance facilities took place in Kandahar, Lashkar Gah, and Tirin Kot</li> <li>• Approximately 150,000 cubic meters of waste were collected through direct RAMP UP-South assistance during the course of the program</li> </ul>
<p>2. Work with community groups to implement primary waste collection from households to community bins, tying into secondary collection activities through coordination meetings, education, and public outreach.</p>	<ul style="list-style-type: none"> <li>• Assistance was provided in all municipalities through provision of training, tools, and equipment</li> <li>• SWM committees were established at the municipal level and were empowered to lead community cooperation on waste management initiatives at the neighborhood level</li> <li>• Public outreach campaigns conducted in all municipalities stressed the need to keep the city clean and inform citizens about taking their waste to the community skips</li> </ul>
<p>3. Establish a defined and managed transitional waste accumulation (disposal) site with basic environmental controls.</p>	<ul style="list-style-type: none"> <li>• Transitional waste accumulation sites were constructed and made operational in Kandahar and Tirin Kot; site design and location was approved in Lashkar Gah</li> <li>• Site management vehicle equipment was procured in Tirin Kot</li> <li>• Training on facility operation, maintenance and management was completed in all municipalities</li> </ul>
<p>4. Develop administrative, institutional, and fiscal structures necessary to empower municipal governments to sustain the system without external assistance.</p>	<ul style="list-style-type: none"> <li>• Crosscutting initiatives by all components of the RAMP program provided capacity building assistance along with revenue- and procurement-enhancement support</li> <li>• On-the-job SWM technical training activities were completed in all municipalities (including study tours to Kabul municipality); these capacity building initiatives increased municipal capacity to independently manage and oversee service delivery functions</li> <li>• The municipalities of Qalat, Zaranj, and Kandahar received support to procure additional SWM collection vehicles using local government funds to complement the vehicle fleets provided by RAMP UP-South</li> <li>• All services were successfully transitioned to municipal control prior to end of the RAMP UP-South program</li> </ul>

**Exhibit 1. Waste Management System Model**



In the final year of the program, RAMP UP-South transitioned the solid waste management system to municipal control in all six targeted municipalities. The increase in revenue achieved through RAMP UP-South’s parcel registration and business licensing activities enabled the municipalities to independently finance their SWM systems. The transition of SWM systems included the transfer of physical assets procured by the program and the handover of management responsibilities to SWM staff.

#### Preparation is Key

“When we began transitioning the SWM program from USAID to municipal management, we were well-prepared so the transition process went smoothly. Now we can implement other projects within our budget.”

— *Mohammad Omer Omer*  
mayor of Kandahar

In Kandahar, RAMP UP-South transitioned operations and maintenance of the secondary solid waste collection system to the municipality between September 2012 and January 2013. In addition to assuming full responsibility for current SWM assets, the municipality utilized its development budget to further expand service coverage by procuring 300 additional skips and 10 crane trucks. By the end of the project, including the equipment provided by RAMP UP-South, Kandahar’s SWM fleet comprised 10 caged dump trucks, 14 dump trucks, 14 crane trucks, five tractors, and 822 skips.

To further support secondary waste collection, RAMP UP-South constructed a transitional waste accumulation site in Kandahar. From its opening in January 2013 until the end of the project, an estimated 13,000 metric tons of waste were deposited at the environmentally friendly site. Private garbage collectors within the city also began to utilize the site for its convenience and efficiency. The Australian military constructed a second transitional waste accumulation site in Tirin Kot with technical input and design assistance from RAMP UP-South in April 2013. The Kandahar, Lashkar Gah, and Tirin Kot municipalities also benefited from a fully equipped vehicle maintenance facility constructed with RAMP UP-South assistance.

In Nili, two dump trucks previously procured by the UNDP’s Afghanistan Subnational Governance Program, which had fallen into disrepair, were made operational using revenues allocated in the municipality’s budget. In addition, seven laborers, one supervisor, and one driver hired by RAMP UP-South to temporarily augment the municipality’s service delivery capacity began working as full-time municipal staff members.

In support of the SWM transition process and to increase public awareness of municipal waste collection efforts, RAMP UP-South implemented the *Shayasta* (“beautiful”) city beautification and *Hashar* (“collaboration”) clean city outreach campaigns and sponsored billboards and radio broadcasts highlighting SWM efforts. The team also supported the establishment of SWM committees to serve as formal mechanisms for involving citizens in planning and delivering

#### Seeing Where Taxes Go

“When we pay our taxes, the municipality will not just support our business but also deliver us good services. I can see now my city is very clean and everywhere in the city the municipality installs orange garbage skips which are useful for a clean environment.”

— *Shakeela, a female business owner in Lashkar Gah*

essential services. Composed of a range of stakeholders including municipal staff, tribal elders, and religious leaders, the committees assist municipalities in prioritizing improvement projects, gauging the effectiveness of service delivery efforts, and providing a forum for citizen feedback. Committee training began in Nili in October 2012 and was later expanded to Lashkar Gah, Zaranj, Tirin Kot, and Qalat. In January 2013, Kandahar established a SWM committee in each of its 10 sub-districts. The SWM committees were positioned to become sub-technical committees on waste management for local MABs.

The municipalities made significant progress in effectively managing waste collection following the launch of RAMP UP-South. When the project began, the target municipalities reported close to zero cubic meters of waste collected each week. By the close of the project, the municipalities saw significant improvements in waste collection rates, as shown in Table 2.

**Table 2. Waste Collection in Target Municipalities**

<b>Municipality</b>	<b>Cubic Meters Collected per Week (Estimate)</b>	<b>Approximate Percentage of Total Waste Collected per Week</b>
Kandahar	3,852	56%
Lashkar Gah	510	73%
Nili	40	16%
Qalat	216	90%
Tirin Kot	450	64%
Zaranj	240	62%



## SNAPSHOT

# A Breath of Fresh Air in Kandahar City

**Residents of Kandahar City and other Afghan municipalities enjoy cleaner streets and fresher air as municipalities adopt new solid waste management systems with USAID assistance**



Photo: RAMP UP-South

*Afghan workers in Kandahar City deposit waste at a disposal site under the municipality's solid waste management program. Prior to USAID assistance, foul-smelling waste often accumulated in Kandahar City streets, causing health and environmental concerns among residents.*

Dramatic economic growth of the sort Afghanistan has experienced since 2001 is a tremendous achievement, but when growth spurs urbanization in municipalities weakened by decades of war and lacking adequate solid waste management systems, it can create serious public health problems and degrade the quality of life for urban residents. Just ask Mohammad Gul, one of many Kandahar City residents who until recently smelled trash littering the streets near his home every time he opened his door.

“When I was leaving my home every morning, I [faced] various problems such as dirtiness... Sometimes I could not breathe,” he said.

In Kandahar, local government has historically lacked the funds, facilities, vehicles, expert staff, and management systems to reliably and effectively collect waste from residents' homes and community bins. Waste simply accumulated on the streets, posing environmental and health concerns, prompting residents to complain to the mayor and other local officials and undermining public confidence in the municipal government.

To address this problem, the USAID-funded Regional Afghan Municipal Program for Urban Populations (RAMP UP)-South worked with six municipalities — Kandahar City, Lashkar Gah, Nili, Qalat, Tirin Kot, and Zaranj — to improve their waste management systems. Project activities focused on establishing disposal sites with adequate environmental controls, implementing primary and secondary waste collection systems to transport waste from homes to community bins and disposal sites, raising awareness through civic education and outreach campaigns, and — perhaps most importantly — building municipal governments' capacity to sustain these systems without dependence on international aid.

With RAMP UP-South support, the Kandahar municipality established regular and reliable secondary waste collection systems in eight of its districts. The project augmented municipal implementation efforts by providing laborers, supervisors, community skips and bins, and waste collection vehicles. It also constructed a vehicle maintenance facility. Residents like Mohammad Gul are breathing a sigh of relief.

“Now the environment is very clean and nice. Every morning the municipality's trucks come and clean [the trash] from our streets,” said Mohammad. “We are really grateful [for the] Kandahar Municipality as well as the RAMP UP project.”

### Telling Our Story

U.S. Agency for International Development  
Washington, DC 20523-1000  
<http://stories.usaid.gov>

## Ensuring Sustainable Service Delivery

More than 30 years of conflict have taken a serious toll on Afghanistan’s physical infrastructure, particularly in the south. Moreover, infrastructure constraints in southern Afghanistan have been exacerbated by inadequate attention to maintenance and weak institutional frameworks. Improving the capacity of local governments to sustainably rebuild vital infrastructure and deliver reliable services that address citizens’ needs is essential to the larger national reconstruction effort.

Throughout the project, RAMP UP-South worked closely with municipal counterparts to identify and implement priority service delivery initiatives. During the course of RAMP UP-South’s implementation, 105 projects were carried out. In addition to the cornerstone SWM program, the project made small-scale municipal infrastructure improvements such as upgrading city road and developing local markets and other public spaces. Projects were developed and customized for each municipality with a focus on providing visible, high-impact services that would offer tangible benefits to citizens and highlight the role of the municipality in reliable service provision. In all its activities, RAMP UP-South worked closely with the municipalities to build local financial and managerial ownership and ensure project sustainability.

Projects were also designed to generate economic growth and expand own-source revenue collection for municipalities — directly, through fees and taxes, and indirectly, through job creation and improved access to revenue-generating facilities. These projects included the construction of markets, such as the central market in Tirin Kot and the women’s market in Zaranj, which provided rental income for the municipalities and facilitated local economic activity. In addition, a body washing facility constructed in Zaranj provided a sanitary location for cleansing the deceased. User fees helped sustain the facility and generated a small amount of additional revenue for the municipality. Smaller-scale infrastructure improvements such as road construction and rehabilitation facilitated access to markets and allowed for the development of new land plots, improving commercial efficiency and indirectly generating tax revenue for municipalities.

Surveys and focus groups conducted at the beginning of the project identified public latrine construction as a high-priority initiative for local citizens, who were concerned with the lack of hygienic facilities in public areas. RAMP UP-South supported the construction and rehabilitation of 10 public latrines in areas in all the target municipalities that saw high foot traffic. Complementary outreach efforts educated citizens on the need for proper hygiene, both to address larger-scale sanitation concerns and to promote the use of the new latrines.

### Beauty in Ordinary Things

“I’ve traveled to Pakistan and Iran many times, but I’ve never seen such modern and beautiful latrines as those built here in Zaranj City.”

— *Mohammad Nazar Sarwari, former mayor of Zaranj*

Each public latrine was designed to be serviced by at least one permanent attendant. In addition to maintaining the latrines, attendants were tasked with posting notices and

distributing flyers about proper sanitation. Attendants' salaries were paid through nominal usage fees, contributing to the facilities' sustainability. Public latrines for men and women were constructed in Kandahar City and Lashkar Gah (two latrine blocks each) and Qalat and Nili (one latrine block each). One latrine block was constructed in Zaranj, and additional public latrines for women were built at the women's market. In Tirin Kot, one new latrine block was built adjacent to the central market, an old public latrine was rehabilitated, and a local wastewater treatment facility was made operational through a collaboration with the Australian Agency for International Development (AusAID) and the Australian military. The construction of latrines and other sanitation works enhanced public health and meaningfully improved the lives of citizens.

Municipalities and citizens also prioritized city beautification projects to improve the overall quality of urban life. In close consultation with the mayors of targeted municipalities, RAMP UP-South worked to create and enhance public green spaces by planting trees and developing watering systems and fences. These initiatives built civic pride and improved the economic potential of public areas.

In Kandahar, solar irrigation pumps were installed in two parks to encourage city greening; road median irrigation systems and fences were put in place in Lashkar Gah and Zaranj to irrigate saplings planted along central boulevards. Municipal parks were also initiated in Lashkar Gah and Qalat to serve as safe public spaces where citizens could meet. Footpaths and drains were installed and street improvement projects were implemented in Tirin Kot, Lashkar Gah, Nili, Qalat, and the Panjwayi sub-district in Kandahar. RAMP UP-South also renovated and expanded Tirin Kot's municipal offices and facilitated landscaping of the Lashkar Gah municipal hall to enhance the aesthetics and utility of these municipal buildings for employees and citizens.



Citizens enjoy the green space in Ghazi Park in Kandahar City.

In Nili, which was designated the provincial capital of Daykundi province in March 2004, RAMP UP-South supported the implementation of the new city master plan — an urban development plan that involved the construction of 6.4 kilometers of gravel and double bituminous surface treatment or sealed roads, 760 meters of concrete roads in the central bazaar area, 17 culverts, and three washes. These improvements were designed to open up target areas for parcel registration and land sales and facilitate access to city

#### Clean Profits

“Whether because of the pedestrians or motorcycles passing by my shop, it was impossible to keep my fresh meat clean from dust. A butcher's shop must be clean, so I used to spend a lot of time cleaning the meat and my store, and, therefore, selling very little. Since this road has been built, my shop is clean, and my sales have gone up. The same is true for other shop owners here.”

— Nader, a butcher in the Nili bazaar

markets. In August 2013, the municipality developed a lottery system for the allocation of 304 municipal land parcels. Revenue generated from land sales is expected to help fund further elements of the Nili master plan. In February 2014, an informal survey found that approximately 100 vehicles per day were transporting goods to and from markets in Nili via the concrete bazaar road built by RAMP UP-South. An additional 70 vehicles were using the sealed roads each day.



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## CASE STUDY

# Turning Sewage into Profit

**The Tirin Kot municipality has a legal mandate to operate water and sanitation services**



Photo: RAMP UP-South

*Tirin Kot's wastewater treatment plant in operation.*

***“The Tirin Kot wastewater treatment facility will be the national standard...It is simple to operate, requires no power or other major infrastructure support and should be an example for other agencies to follow.”***

***— Mohammed Baheer, director general, Afghanistan Urban Water Supply and Sewerage Corporation***

### **Challenge**

One of the greatest environmental challenges facing Afghanistan is improper management of sewage. Currently, sewage is discharged from homes, businesses, and industrial sites directly into street ditches or waterways. While efforts have been made to improve sewage management in urban settings, the lack of formal sewage systems, increasing populations and very limited treatment capacity has inevitably resulted in sewage entering local groundwater, rivers, and street wells, contaminating drinking water and causing disease.

### **Initiative**

In Tirin Kot, the USAID-funded Regional Afghan Municipalities Program for Urban Populations (RAMP UP)-South worked closely with the municipality, AusAid, and the Australian military to improve sanitation. Tirin Kot is the only Afghan municipality with a functioning wastewater treatment facility. With a capacity of 400,000 liters of sewage per day, the wastewater treatment facility can accept more sewage than the city currently produces. To grow the client base, RAMP UP-South helped facilitate an agreement between the municipality and the Afghan National Army service providers for wastewater treatment. RAMP UP-South also provided technical assistance and managerial oversight to ensure the sustainability of the operation of the facility.

### **Results**

With the finalization of this agreement, the municipality is now able to generate more than \$10,000 per month for the treatment of sewage from the Afghan National Army base. The resultant revenue stream is enough to maintain the wastewater treatment facility and the municipality's sewerage tanker and to enhance provision of sanitation services to citizens of Tirin Kot. The continued outsourcing of sewage treatment will help finance the growth of the sewage system throughout the city's commercial and residential areas, eventually improving sanitary conditions for all citizens.

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## CHAPTER TWO. FINANCIAL MANAGEMENT

### Implementing the Integrated Financial Management System

A sound public financial management system is essential to achieving USAID development objectives in Afghanistan. It encourages fiscal discipline and strategic resource allocation, enhances accountability and transparency, and improves municipal service delivery. Traditionally, Afghan municipalities would take months or even years to compile financial reports and prepare municipal budgets. These documents were often handwritten, organized haphazardly, and included outdated or inaccurate information.

In 2011, RAMP UP-South began working with target municipalities to design an automated financial management system to rationalize core municipal processes. The objective was to create a system that municipal staff could maintain and manage; was scalable across municipalities; and would serve as an intuitive, time-saving tool for local governments. The system was designed to complement existing municipal structures, encourage fiscal responsibility, curb corruption, and promote increased government accountability.

Over the following two years, a team of RAMP UP-South systems programmers developed and fine-tuned the IFMS through a bottom-up approach, tailoring it to reflect existing municipal structures and align with the Afghanistan Chart of Accounts.<sup>4</sup> The team formulated IFMS modules based on the administrative processes of each municipality in six key areas of public financial management: payroll and human resources, revenue collection, budgeting, accounting, parcel registration, and business licensing. By building an automated system based on familiar processes and providing on-the-job training for each IFMS module, RAMP UP-South ensured that municipal officials quickly learned to independently manage and maintain the system. By February 2014, all IFMS modules had been transitioned to municipal management.

#### Award-Winning Service

"IDLG awards this letter to the employees of RAMP UP-South/Chemonics in recognition of your exceptional, dedicated and multi-faceted work on the development and implementation of the Integrated Financial Management System (IFMS) in the Southern Zone. We hope to continue working with you...to successfully implement IFMS in all provinces and in serving the people of Afghanistan."

— Abdul Khaliq Farahi, director general, IDLG

IFMS is a scalable platform that can be easily implemented in widely different municipalities throughout the country. The system operates in Dari and Pashto, does not require Internet access, is compatible with other financial management systems designed by the government of the Islamic Republic of Afghanistan and donors, and it can recognize data in Microsoft Excel or geographic information system (GIS) formats. Its input structure is similarly versatile. The open architecture of IFMS enables it to

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<sup>4</sup> The Afghanistan Chart of Accounts is a system for classifying public revenues, expenditures and other financial data at the national level.

seamlessly integrate GIS information, allowing users to easily map important financial and economic data such as business zoning information or tax revenue statistics.

Automating core financial management processes through IFMS improved the quality of financial reporting by eliminating manual-entry errors and strengthened fiscal responsibility by creating an electronic record of financial transactions and procurement. The IFMS can create real-time reports that integrate analysis across modules and generate powerful performance metrics — functions that had not been seen previously in Afghanistan. This enables municipalities and GDMA to instantly measure performance by specific indicators, such as revenue generated against forecast and actual against budgeted expenditures. Real-time reporting expedites decision-making and reduces corruption at all levels of financial management.

#### Keeping an Eye on Corruption

“Corruption is the biggest problem in Afghanistan. The IFMS database is a transparent system which is directly connected to the central government through GDMA and IDLG. This enables them to have a clear picture of the daily income and expenditure of the Nili municipality. The system makes things more transparent and assures the people that there is oversight from the government.”

— Azra Jafari, former mayor of Nili

The IFMS has also been instrumental in enabling municipalities across southern Afghanistan to produce timely and accurate municipal budgets, disburse payrolls on schedule, and enhance own-source revenue collection. Through the IFMS accounting module, municipalities can accurately monitor all revenues and expenditures, ensuring that fiscal projections are realistic, costs do not exceed budget allocations, and financial resources are appropriately prioritized.

Moreover, the new internal controls and real-time performance evaluation systems introduced through the IFMS enable municipalities to track the full life cycle of *safayi* and business licensing processes from billing to accounts receivable. This allows municipalities to track unpaid bills and expand their revenue base by linking property and business registration with tax liability, thereby incentivizing business and property registration and improving revenue collection.

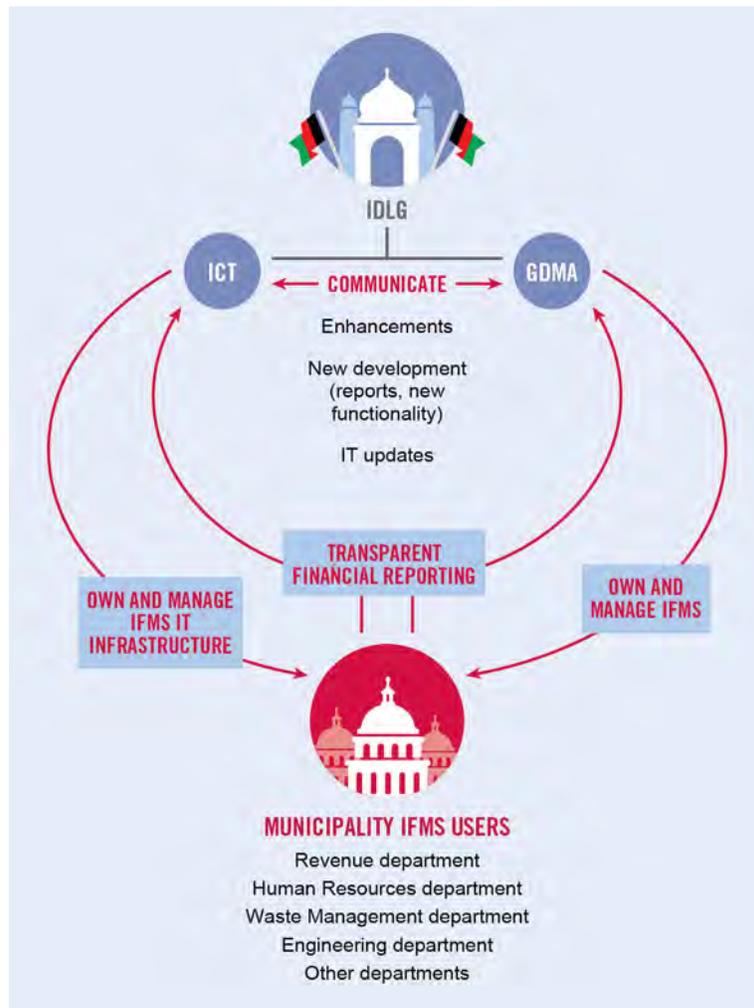
The implementation of IFMS in RAMP UP-South municipalities was so successful in enhancing local financial management capacity in the south that IDLG and GDMA endorsed the system and decided to expand its use nationwide. With all six target municipalities independently operating IFMS, RAMP UP-South focused on the system’s national rollout. Working closely with senior-level IDLG and GDMA officials, RAMP UP-South designed a state-of-the-art server room at IDLG’s Information Communication Technology (ICT) department, creating a framework for managing the IFMS centrally in Kabul. Simultaneously, the project built the capacity of



RAMP UP-South conducted IFMS training for other RAMP UP programs, the Afghanistan Subnational Governance Program, and GDMA.

implementing partners, including the RAMP UP-West, RAMP UP-East, and RAMP UP-North project teams, to implement IFMS modules in municipalities across the country. IFMS centralization allows IDLG and GDMA staff in Kabul to remotely access municipal systems via secured Internet, quickly and efficiently produce analytical reports, and monitor municipal revenues and expenditures in real time. Exhibit 2 highlights the IFMS structure under IDLG. Transferring management of IFMS to IDLG and GDMA ensured their ownership over the implementation process, promoting the sustainability of IFMS nationally. By the end of the project, 32 municipalities in 23 of Afghanistan’s 34 provinces had installed and implemented the IFMS (Exhibit 3).

**Exhibit 2. IFMS Roles and Responsibilities Under ILDG**





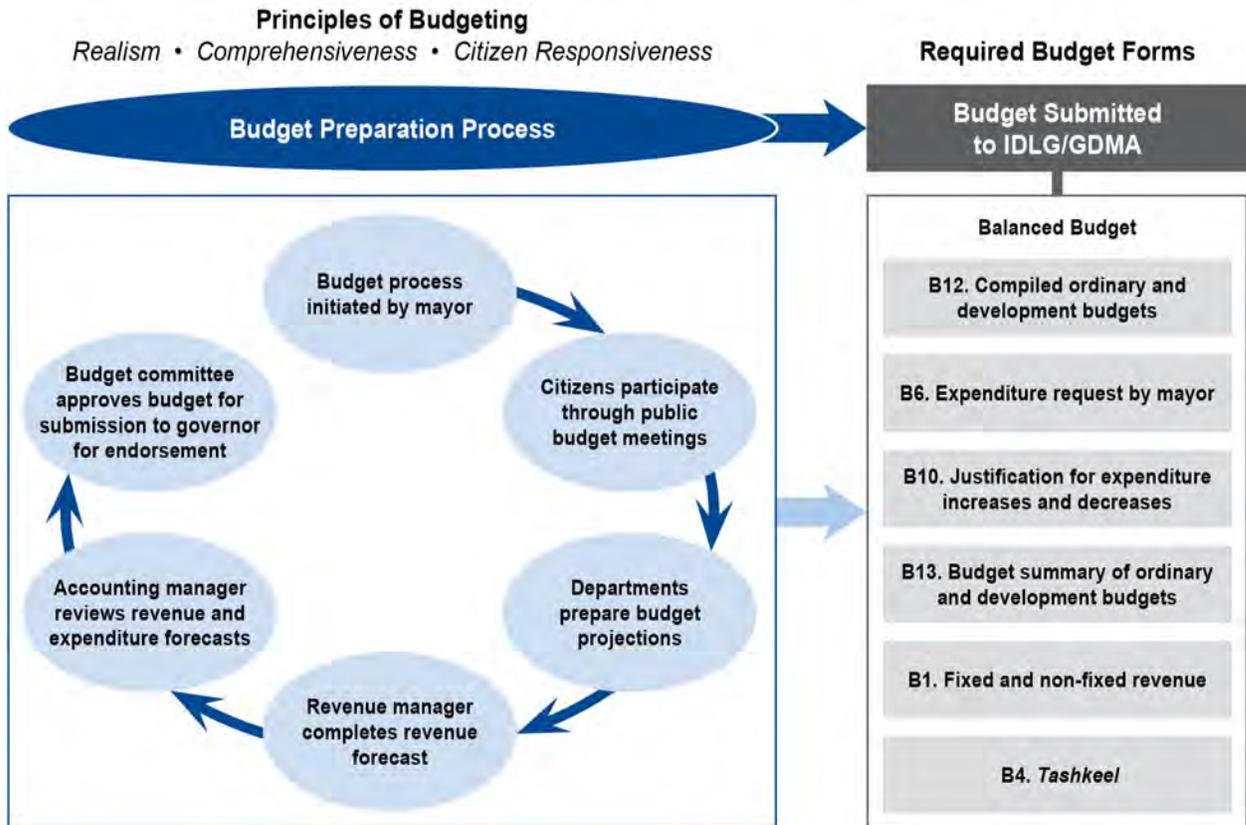
## Facilitating Budget Preparation and Execution

Each year, municipal governments across Afghanistan undertake a process for preparing municipal budgets. This usually begins before the end of the current fiscal year so the budget can be developed and approved before being executed during the next fiscal year. Each municipality times its budget planning to allow it to meet the deadline for submitting budget proposals to IDLG/GDMA as designated in the budget circular letter. However, municipal governments in southern Afghanistan face considerable challenges in preparing accurate and timely annual budgets due to limited resources and lack of financial management capacity. Prior to RAMP UP-South assistance, minimal internal control mechanisms and the absence of a formal preparation process meant municipal budgets were often rife with errors and presented numerous opportunities for confusion, disputes, and corruption. In previous years, budgets in the target municipalities were submitted far after their deadlines — and, in some cases were not submitted at all.

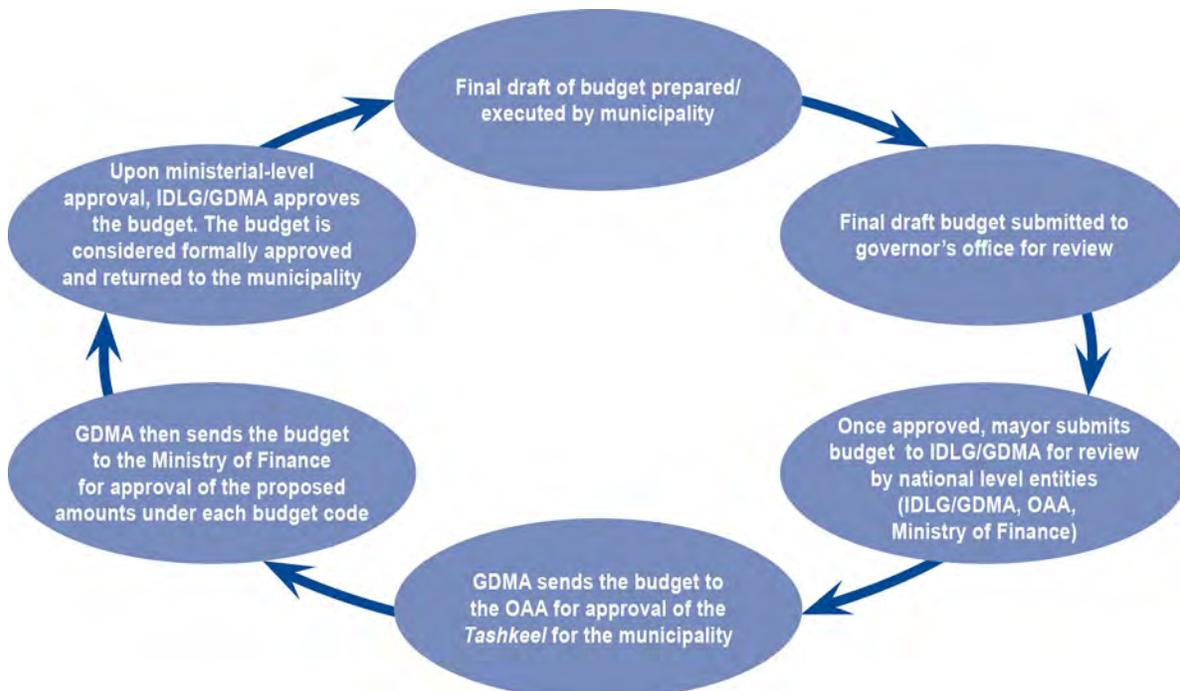
Recognizing the need to establish a standardized process for budget preparation and execution consistent with the IFMS and to build the capacity of municipal staff, RAMP UP-South developed a set of SOPs for public financial management. This consistent framework defines roles and responsibilities for the municipal budget process, including for the Ministry of Finance, GDMA, IDLG, and Office of Administrative Affairs (OAA). It also includes forms for specific tasks and projected *Tashkeel* (civil service) positions. In addition, RAMP UP-South facilitated a comprehensive training program to build the ability of local governments to formulate and implement operating budgets so spending would advance local development goals without exceeding revenues.

Staff from municipal departments received training on accounting for costs associated with various public services, such as SWM, in their operating budgets. Municipal officials from the revenue and accounting departments were also instructed on closing the accounting books for each fiscal year, conducting bank reconciliations, allocating appropriate funds under each budget code, identifying additional revenue sources, filling out the budget forms for submission to GDMA using the IFMS, and allocating their budgetary resources strategically. The training activities included practical budgeting exercises designed to provide municipal employees with the skills and tools to monitor revenues effectively and direct expenditures to productive ends. Building the capacity of municipal staff was a key step in enabling local governments to sustainably improve public services. Exhibits 4a and 4b illustrate the overall budget preparation and planning processes that RAMP UP-South helped to standardize across the targeted municipalities.

## Exhibit 4a. Municipal Budget Process



## Exhibit 4b. Municipal Budget Approval Process



As a result of these efforts, the six supported municipalities submitted balanced, reconciled budgets to GDMA via the IFMS for year 1392. The improved budgetary processes put in place by RAMP UP-South dramatically improved the timeliness of budget submissions (Table 3).

**Table 3. Timeframe for Budget Submission to GDMA in Years 1390, 1391, and 1392**

Municipality	Year 1390 Due April 21, 2011		Year 1391 Due April 21, 2012		Year 1392	
	Date Submitted	Days Late	Date Submitted	Days Late	Date Submitted/ Due Date	Days Late
Kandahar	May 16, 2011	25	May 5, 2012	14	January 19, 2013 January 21, 2013	-2
Lashkar Gah	April 25, 2011	4	May 3, 2012	12	February 11, 2013 February 11, 2013	0
Nili	November 22, 2011	215	May 7, 2012	16	February 9, 2013 February 11, 2013	-2
Qalat	June 8, 2011	48	May 13, 2012	22	February 11, 2013 February 11, 2013	0
Tirin Kot	April 24, 2011	3	April 29, 2012	8	January 19, 2013 January 21, 2013	-2
Zaranj	May 8, 2011	17	April 11, 2012	-10	January 12, 2013 January 21, 2013	-9
	<b>Average</b>	<b>52</b>		<b>10.3</b>		<b>-2.5</b>

*Note:* Following GDMA's request for identification of new sources of revenue, and due to efforts to reform *Tashkeel* hiring practices, the municipalities of Lashkar Gah, Qalat, and Nili received informal extensions to February 11, 2013.

RAMP UP-South's intensive training enabled Tirin Kot and Kandahar to take the lead in building the budget management capacity of smaller district municipalities. RAMP UP-South and Tirin Kot municipal staff supported and mentored officials from the Khas Uruzgan district municipality in Uruzgan province as they prepared the 1392 (2013) budget. In Kandahar province, the Kandahar municipality helped the Maiwand, Panjwayi, Spin Boldak, and Arghandab district municipalities formulate their budgets. By helping strategic district municipalities develop sound financial management practices, RAMP UP-South fostered an ongoing process of sharing knowledge and promoting transparent and accountable budgeting beyond the program's target municipalities.

RAMP UP-South facilitated a series of participatory budget meetings in each municipality where citizens and community groups identified priorities for the municipality to include in its development budget. These meetings brought together a range of stakeholders including representatives from the provincial council, district managers, city representatives, union representatives (*kalantars*), tribal elders, and local women and youth. The meetings served as forums for discussing funding priorities, and emphasized the increasing share of funds being allocated to improve municipal service delivery rather than to finance administrative expenses and salaries. For the first time in many southern municipalities, municipal development budgets reflected citizens' ideas and priorities. The meetings also gave citizens and community leaders a chance to share their ideas for future community initiatives with municipal officials and one another.



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## SNAPSHOT

# Citizens Add Voices to Municipal Budgeting



Photo: RAMP UP-South

Participants at the Nili municipal budget meeting.

***“This meeting is a positive step towards practicing transparency and involving the people in important decision-making processes.”***

— Head of the Provincial Council

***“Women can play a key role in improving the culture of civic duty. I expect full engagement from the women of Nili... . It is good to see women participate in the budget preparation process.”***

— Head of the Women’s Shura

Over the course of implementation, the USAID-funded Regional Afghan Municipalities Program for Urban Populations (RAMP UP)-South supported the Nili municipality in Daykundi province to survey and register residential and business properties and establish automated tax collection processes. With these systems in place, the municipality has increased its capacity to generate own-source revenue. The increase in revenue has made it increasingly important to develop accurate budgets that incorporate citizens’ feedback.

To communicate the importance of enhanced budgeting processes, the municipality hosted a city-wide budget meeting in early January 2013, with program. The meeting was designed to increase civic awareness of the budget process and solicit citizens’ input on municipal spending priorities in order to strengthen cooperation between citizens and the municipal government. A number of local leaders attended, including the mayor of Nili, the head of the Provincial Council, several members of the Ulama Council, and the head of the Women’s Shura.

At the event, citizens and local government officials were asked to provide input regarding the municipal budget process. The head of the Provincial Council praised the event, saying, “This meeting is a positive step towards practicing transparency and involving the people in important decision-making processes.” The head of the Women’s Shura encouraged women’s involvement in public financial management and other aspects of public life saying, “Women can play a key role in improving the culture of civic duty. I expect full engagement from the women of Nili.... It is good to see women participate in the budget preparation process.”

Outreach events like this help foster citizen engagement and promote trust in the local government. Through their active participation in these events, citizens increase their stake in municipal activities and feel a greater sense of responsibility as constituents. The budget meeting also facilitated transparency and mutual accountability by giving citizens a clear voice in government decision making.

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## CHAPTER THREE. SUSTAINABLE ECONOMIC GROWTH

### Enhancing Own-Source Revenue Generation

A serious issue confronting municipalities across Afghanistan is the inability to generate adequate own-source revenue. Municipalities are financially self-sustaining, receiving no regular funding from other government agencies. Instead, they collect revenue from more than 55 local sources including *safayi* taxes, business licensing fees, public land sales, and property leases. Despite these numerous revenue streams, the municipal tax base is often very narrow, revenue potential is unpredictable, collection is inefficient, and tax administration is frequently disorganized and prone to corruption.

All municipal spending is financed by revenues collected during the year. As principal local service providers, municipalities are expected to generate enough revenue to deliver essential public goods and services, such as solid waste management and sanitation; road construction; maintenance of city parks, markets, and other public spaces; street lighting and general public safety; and other core municipal functions. However, the unreliable nature of municipal revenue sources persistently disrupts local service provision, generates waste, and dampens the impact of public investment.

In this context, RAMP UP-South focused on helping the targeted municipalities to establish sustainable, fixed revenue streams. The team began by identifying the property-based *safayi* tax and local business licensing fees as the most appropriate tools for bolstering municipal revenue generation. Among the important advantages of these revenue sources is the relative ease with which properties and businesses can be identified and monitored once the appropriate addressing, surveying, and registration processes are established. Incentives also play a key role in sustainable tax policy; due to their emphasis on legal recognition of property ownership and business operations the *safayi* tax and business licensing fees can effectively align the interests of the municipality and local taxpayers. Many Afghans are eager to register their properties or businesses and pay the associated taxes. However, limited business information, inconsistently applied tax rates, outdated land surveying and registration processes, and a lack of institutional capacity in municipal governance have left many residential and commercial properties unregistered. This has reduced overall tax revenue that might otherwise be put to good use in local communities, and undermined the legitimacy of municipal government.

To help the targeted municipalities realize their revenue potential and build a sustainable public resource base, RAMP UP-South worked to modernize the collection systems for *safayi*

#### Credibility is Good for Business

“I am very happy to register my business with the municipality. Having a license lends credibility to my business.”

— Abdul Raziq, a watchmaker in Tirin Kot



Parcel surveyors register land parcels in Kandahar City

taxes and business licensing fees. The team’s approach emphasized building local capacity through targeted training and integrating the IFMS into revenue processes. RAMP UP-South hired surveyors to train municipal staff in accurately defining and mapping land parcels and identifying businesses. The team worked closely with municipal staff to ensure this data was accurately entered into IFMS, enabling the municipalities to track and record the entire registration process and calculate correct taxes based on the classification and size of a business or property. Once businesses and properties were registered in IFMS, their owners received *safayi* notebooks and bills (*hawalai tahsili*) to facilitate their tax payments to the municipality. Integrating and automating these processes greatly boosted collection efficiency and dramatically curtailed opportunities for corruption and waste.

These efforts were complemented by public information campaigns to build awareness of the link between local taxes and basic public services, and the establishment of an official addressing system to facilitate tax collection. RAMP UP-South supported the municipalities’ installation of permanent metal parcel plates that display the number, district, neighborhood (*guzar*), and block of a registered property. This made it easier for municipalities to track land registration data and identify current and potential taxpayers.

**Generating Own-Source Revenues**

“By registering parcels, the municipality’s income will increase and service delivery will improve. The process of parcel registration is very important and will enable the municipality to be more self-sufficient.”

— *Niamatullah Akbari, former mayor of Tirin Kot*

RAMP UP-South’s efforts to broaden the tax base and generate fixed revenue through parcel registration and business licensing significantly increased revenue generation in the six targeted municipalities. It also promoted the formalization of property titles and business operations. The six municipalities issued a total of 40,595 new business licenses and registered 157,770 parcels in the IFMS, directly generating \$297,331 in revenue from business licensing fees and \$2,812,191 from the *safayi* tax. Table 4 lists the *safayi* and business license revenues generated in each municipality over the life of project.

**Table 4. Total *Safayi* and Business License Revenue Generated**

Municipality	Business Licensing	Parcel Registration ( <i>Safayi</i> Tax)	Total per Municipality
Kandahar	\$94,806	\$1,838,251	\$1,933,057
Lashkar Gah	\$15,859	\$811,386	\$827,245
Nili	\$18,954	\$16,051	\$35,005
Qalat	\$12,746	\$14,567	\$27,313
Tirin Kot	\$10,819	\$72,040	\$82,859
Zaranj	\$144,147	\$59,896	\$204,043
<b>Total</b>	<b>\$297,331</b>	<b>\$2,812,191</b>	<b>\$3,109,522</b>

In May 2013, Kandahar municipality recorded the largest revenue inflow in its history. A 125 percent increase in revenue was generated from RAMP UP-South-supported parcel registration and business licensing activities from fiscal year 1389 to 1392. Even more

impressive results were observed in Tirin Kot, Lashkar Gah, and Nili, whose revenues from these sources increased by 273 percent, 593 percent, and 639 percent, respectively. At the November 2012 national mayor’s conference, which was sponsored by GDMA, the Kandahar municipality received an award from the government recognizing its considerable achievements in boosting local revenue generation. At the same meeting, the mayors of Zaranj, Nili, and Qalat were recognized for the substantial progress their municipalities had made. Table 5 illustrates the percentage increase in revenues from *safayi* tax and business licensing from fiscal years 1389 through 1392. These dramatic and sustainable increases in revenue transformed the municipalities’ ability to provide essential public services.

**Table 5. *Safayi* and Business License Revenue Increase Comparing Fiscal Year 1389 to 1392**

Municipality	Baseline Year 1389 (March 21, 2010- March 20, 2011)	Year 1391 (March 21, 2012- December 20, 2012)	Year 1392 (December 21, 2012- December 20, 2013)	Percentage Increase from 1389 to 1392
<b>Kandahar</b>	\$480,921	\$770,304	\$1,081,175	125%
<b>Lashkar Gah</b>	\$95,349	\$146,293	\$660,470	593%
<b>Qalat</b>	\$7,369	\$8,971	\$18,342	149%
<b>Tirin Kot</b>	\$10,234	\$43,375	\$38,217	273%
<b>Zaranj</b>	\$19,754	\$63,015	\$133,887	578%
<b>Nili</b>	\$3,609	\$7,899	\$26,653	639%

*Note:* In 2011, the Afghan Parliament approved a change in the government’s fiscal year from the Hijri solar year to the Gregorian calendar year. At the request of GDMA, municipalities shortened fiscal year 1391 from March 21, 2012 to December 20, 2012. 1392 ran from December 21, 2012 to December 20, 2013.



## BEFORE & AFTER

### Plating Qalat Municipality with Prosperity

#### Metal parcel plates set the stage for improved service delivery and local economic development

On September 16, 2013, Qalat became the first municipality in Southern Afghanistan to install metal parcel plates identifying the addresses of buildings. At a ceremony attended by municipal officials, community leaders, and local citizens, new Qalat Mayor Karimullah Hakimi installed the municipality's first parcel plate. Address information is linked to the Integrated Financial Management System, which is improving financial management and revenue generation by helping the municipal government track parcel survey and registration data and identify potential taxpayers to determine a recurring tax base.

***“We appreciate the new metal parcel plates and are excited to be the first municipality in the South to have these plates. I encourage Qalat citizens to support the municipality as we install these plates.”***

— Qalat Mayor Karimullah Hakimi

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Photos: RAMP UP-South

**BEFORE.** In 2012, the USAID-funded Regional Afghan Municipalities Program for Urban Populations (RAMP UP)-South supported Qalat municipality to paint addresses on parcels registered with the municipality. Previously, local businesses and residences lacked official addresses, which made it difficult for the local government to provide municipal services and hindered tax collection. The painted addresses provided temporary fixes to these problems.



**AFTER.** To make the solution more permanent, RAMP UP-South supported the municipality to install metal parcel plates. Building on parcel registration activities, the plates display the number, district, *guzar* (neighborhood), and block of the registered property. The new plates are durable and difficult to alter. Now municipal residences and businesses have official addresses, improving the efficiency of *safayi* tax collection and making it easier to locate homes and businesses in each sub-district of the municipality.

## Supporting Private Sector Engagement

One of the strategic objectives of the Afghanistan National Development Strategy is to promote private sector-led development by fostering a competitive, market-driven economy. The government's primary role in the strategy is to establish a strong legal and regulatory framework conducive to private investment and growth.<sup>5</sup> At the municipal level, private sector engagement is vital to generating business opportunities, creating jobs, and sustaining development impact. However, the lack of a comprehensive regulatory framework, poorly defined administrative responsibilities, and pervasive corruption severely discouraged PPPs and limited the private sector's involvement in public services.

Recognizing the importance of leveraging private sector support to spur sustainable economic growth and enhance the quality of public service provision, RAMP UP-South worked with the Nili, Lashkar Gah, Qalat, and Zaranj municipalities to identify opportunities for private investment. The team provided technical assistance in the design of new PPPs, developing a model that was advantageous for both the municipalities and their private sector partners. By encouraging greater private involvement in public service provision, these partnerships are generating savings for the targeted municipalities and revenues for local firms while enhancing public services and stimulating the local economy through job growth.

The RAMP UP-South team began by developing a transaction model for PPPs that could guide the establishment of new partnerships in each municipality. Under this approach, a municipality donates land for the construction of a specified structure; the government's private sector partner co-finances the construction, which is executed by the private partner or a local firm. Once the structure is completed, the municipal government leases the land to the private operator under a concession agreement wherein the private operator assumes full responsibility for managing the structure for an agreed-upon period. This model was used to design and implement four PPPs under RAMP UP-South: a slaughterhouse in Qalat, a parking lot in Lashkar Gah, a women's market in Zaranj, and billboards in Nili.

RAMP UP-South's commitment to working closely with the municipalities during each phase of the PPP process ensured that local officials could make informed choices regarding the private partners they worked with and the terms of the agreements they signed. Always focused on sustainability, RAMP UP-South built municipalities' capacity to design and implement future PPPs, identify and vet suitable partner firms, analyze the prospective returns on investment offered by proposed partnerships, and negotiate mutually satisfying agreements with their private sector partners.

The Qalat PPP exemplifies the advantages of the RAMP UP-South approach. With the support of the project team, the Qalat municipality constructed a sanitary slaughterhouse in partnership with a local firm — the first PPP undertaken in Zabul province. The municipality provided public land for the slaughterhouse. A local firm financed 25

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<sup>5</sup> Afghanistan National Development Strategy, 2008 – 2013 (P.7).

percent of the construction cost with the remaining 75 percent provided by RAMP UP-South. The partner firm oversaw the design and construction. The fact that the same firm would ultimately operate the slaughterhouse and was partially responsible for the cost of construction helped make the design and building processes as efficient as possible.

The firm now operates the slaughterhouse under a five-year renewable lease. Since it opened, the facility has brought in more than 318,677 afghani (AFN) (approximately \$6,373) in total revenue, of which more than 79,669 AFN (about \$1,593) has accrued to the municipality.<sup>6</sup> These revenues significantly exceeded the expectations of both the private sector partner and the municipality. In addition to raising revenues, the slaughterhouse is

substantially improving public health conditions in the city by providing a sanitary place for butchering, which previously took place at makeshift sites around the city. Animals butchered at the slaughterhouse are stamped with the municipality's logo, letting local retailers and customers know that the livestock was butchered in compliance with *halal* practices and the local government's sanitation standards. Using the Qalat PPP as a model for promoting highly effective collaboration between the public and private sectors, GDMA developed the *PPP Guidebook for Municipalities*, a national guide for competitive tendering, selection of partners, and the design of contracts and agreements for PPPs.

Other PPPs supported by RAMP UP-South were based on a similar design but tailored to each project. The second PPP was a parking lot designed to ease congestion in a high-traffic area near the main business district of Lashkar Gah. Like the Qalat slaughterhouse, the parking lot was built on municipal land; 25 percent of the construction cost was financed by a local partner firm and 75 percent by RAMP UP-South. The partner firm currently operates and maintains the facility under a five-year lease. Zaranj municipality is the location of the third PPP, a market that provides a safe location where businesswomen and female residents can buy and sell goods, expanding the economic participation of women in the municipality. The women's market includes 21 shop stalls, which the government's private partner firm rents to local businesswomen. The firm leases the land from the municipality for a concession period of six years, providing a steady stream of municipal revenue. RAMP UP-South also supported the Nili municipality in developing a PPP for information billboards in a prime location near the bazaar in the city center. A local firm maintains the four billboards on municipal property and leases advertisement space to other businesses. Part of the revenue the private sector partner generates is used to pay the municipality a monthly lease fee.

#### PPPs Build Capacity

"PPPs are new to Afghanistan...It is pleasing that with our money along with the governments' investment that we are able to build this slaughterhouse. Our capacity is higher now because of the PPP."

— *Barashmal, director of the Ghandan Road Construction Company, Qalat's private partner*

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<sup>6</sup> Figures are as of December 30, 2013 and use a standard exchange rate of 50 AFN to \$1. Part of the concession agreement with the private sector partner was to pay the municipality 25 percent of the revenues generated by the slaughterhouse in addition to the cost of leasing the land.

## Designing Local Economic Development Plans

Urbanization, combined with rapid population growth, produces a dramatic increase in the population of cities across Afghanistan. Much of this growth takes place haphazardly, making it difficult for municipalities to effectively plan for and provide basic services to citizens. With 24 percent of Afghanistan’s population living in cities — and an urban population growth rate of nearly 5 percent per year — municipalities face serious challenges in a wide range of areas including water and sanitation, solid waste management, education, electricity, air pollution, the quality of public spaces, access to medical facilities, and land use planning.<sup>7</sup>

But while the urbanization process can create or exacerbate problems, it also presents important opportunities for social mobilization, women’s empowerment, and economic development. The key to tackling the challenges of rapid urban growth is developing tools, resources, and knowledge that enable local governments to capitalize on the social and economic advantages of a growing municipality. At the request of GDMA, RAMP UP-South worked closely with local officials and citizens from each municipality to develop local economic development plans (LEDPs) — community-based strategic planning tools designed to promote economic growth, employment creation, private sector engagement, and poverty reduction.

A successful LEDP leverages a city’s strengths, enabling it to exploit opportunities, overcome obstacles, and mitigate threats to sustainable economic growth. Taking into account the challenges and opportunities that urbanization presents in each municipality, LEDPs provide explicit guidance on proposed development projects, identify resources that should be employed by various stakeholders (such as private businesses, donors, and educational institutions), estimate the costs involved, and identify expected results and impacts, thereby ensuring that local public spending is both effective and accountable.

Each LEDP is an integral part of the municipality’s broader strategic planning and was developed through an inclusive process aimed at bringing the community together to think strategically about shared issues. The RAMP UP-South team supported the municipalities in hosting a series of participatory budget meetings where the LEDPs were a main topic of discussion. The meetings included local business owners, religious leaders, private citizens (both men and women), and government officials who expressed their interests, voiced concerns, and made recommendations for projects to be incorporated in the LEDPs and implemented over the next five years. By enabling stakeholders to define what would be achieved, how it would be achieved, who would be responsible for implementation, and the timeframes involved, LEDPs promote local ownership of municipal development projects, helping to ensure their sustainability.

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<sup>7</sup> CIA World Factbook, Afghanistan. Accessed at <https://www.cia.gov/library/publications/the-world-factbook/geos/af.html> (February 18, 2014).

## Initiating District Municipality Pilot Activities

Afghanistan’s 34 provincial capitals are the regional focal points of its 217 municipalities. They play vital roles in the political, social, and economic development of smaller cities and towns, many of which cannot provide even the most basic municipal services to their citizens. RAMP UP-South worked with officials in the provincial capitals of Kandahar and Qalat to expand their mentorship capacity, facilitating

the exchange of knowledge and promoting collaboration with their smaller district counterparts. RAMP UP-South supported three pilot projects in the district municipalities of Spin Boldak and Panjwayi in Kandahar province and Shahjoy in Zabul province. Each pilot included core components on public outreach, administrative capacity building, and revenue generation as well as a specific public service — SWM and street cleaning — in which the Kandahar and Qalat authorities had acquired considerable experience. These components were selected to build public confidence in municipal governance and demonstrate a direct correlation between collection of municipal revenues and provision of essential services. By concentrating on highly visible and popular municipal functions, such as the cleaning of major commercial and residential streets, the municipal authorities built their legitimacy with the public.

In a program launched in Shahjoy in 2012, the bazaar and main town roads were cleaned and more than 530 businesses were licensed. Similar RAMP UP-South pilot projects in Spin Boldak and Panjwayi began in 2013 with technical training activities for municipal staff in core areas such as business licensing and registration, data entry, and waste management logistics. Street cleaning and garbage collection initiatives were then implemented in municipal business districts. Meanwhile, teams of surveyors began to register local businesses, collecting licensing fees for the municipality, and entering registration and revenue data into the IFMS.

RAMP UP-South also provided assistance in installing billboards in high-traffic areas of each municipality to promote awareness of SWM services and garner support for business licensing. By the end of the pilots, 5,163 licensed businesses were recorded in IFMS in Spin Boldak and 300 in Panjwayi, with licensing fees collected for each municipality.

### Huge Changes — Good for All

“[The one-month pilot project] creates jobs for the citizens of Shahjoy, cleans the city, and increases revenues of the municipality. It will bring a huge change to our life.”

— *Said Rahman, shopkeeper in Shahjoy district*



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## SNAPSHOT Spin Boldak's First Business Licenses



*Spin Boldak's mayor, Shazada Shabaab, delivers a business license to a local businessman.*

Photo: RAMP UP-South

***"I am happy to have a business license because it improves the legitimacy of my business and makes me feel more secure about my rights."***

**— Shopkeeper**

### Telling Our Story

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The Spin Boldak district municipality in the Kandahar province is situated on Afghanistan's border with Pakistan. Known for its bustling markets, it serves as a major transporting and shipping site for international trade. As a transit point connecting Quetta, Pakistan, to Kandahar City, Spin Boldak is well-positioned to benefit from economic growth as trade increases in the region. With a growing business sector, investment in service delivery programs such as road repair and solid waste management by the municipality can help citizens benefit from increased economic growth and, in turn, improve the business enabling environment in the city.

To help Spin Boldak generate the revenues needed to sustainably fund service delivery programs that promote local economic development, the USAID Regional Afghan Municipalities Program for Urban Populations (RAMP UP)-South supported the municipality to develop a sustainable revenue source: business licenses. By providing licenses to all registered businesses for a fee of 150 AFN to 1,000 AFN (\$3 to \$20), businesses gain credibility and the municipality increases its revenue stream to improve and fund more municipal services. On July 16, 2013, a ceremony in Spin Boldak celebrated the issuance of the municipality's first business licenses. Within the first month, the municipality had distributed more than 100 licenses, representing revenue generation of 20,000 AFN (approximately \$400). This new revenue stream is helping the city fund solid waste management activities along the main market street as part of a larger economic growth strategy to increase retail traffic and improve market access. Encouraging citizen participation, the municipality has also increased its outreach activities to raise citizens' awareness of the tax payments and corresponding city cleaning services.

Already, the municipality recognizes a change in behavior among Spin Boldak residents. Mayor Shazada Shabaab noted, "About 2,700 out of 3,000 businesses have surveyed and are in the process of being registered. This has made problem solving at the municipal level easier because we have more information about local businesses, and the business owners have a closer relationship with us."



## CHAPTER FOUR. ENGAGING CITIZENS

### Encouraging Citizen Participation Through Public Outreach

An informed and engaged citizenry has long been regarded as a prerequisite for a well-functioning democracy. Citizens must understand their relationship and responsibility to the government, and they need the opportunity to express their opinions and an appropriate forum in which to do so. Years of civil unrest and persistently weak governance have left the people of southern Afghanistan largely without a clear understanding of the responsibility of local government to provide essential services and their own rights and responsibilities as citizens. This has led to a vicious cycle in which citizens' limited expectations of what the public sector can provide discourages them from engaging productively with local authorities — in turn enabling more unresponsive, unaccountable governance. This pattern has reinforced negative perceptions and further alienated citizens from their government.

To break the cycle, RAMP UP-South collaborated with municipalities to design and implement effective public outreach campaigns to promote inclusive decision-making and institutionalize citizens' participation in the policy-making process. Utilizing a variety of media outlets, including radio announcements, billboards, and municipal newsletters, RAMP UP-South strove to strengthen links between citizens and the local government. Public outreach efforts emphasized service delivery projects and economic growth initiatives conducted with project support to inform citizens of the services available to them and strengthen understanding of the relationship between taxation and public service delivery.

Early in the project, RAMP UP-South conducted extensive public opinion surveys and focus groups in the target municipalities to better understand citizens' needs and perceptions of local government. Given the low level of citizen engagement at the start of the project, RAMP UP-South also emphasized working with the mayors and their staffs to highlight the importance of public outreach, the benefits of engaging citizens in decision-making, and mechanisms through which municipalities could make civic participation more meaningful and effective.

Throughout the second and third years of the project, RAMP UP-South worked with the municipalities to design and execute strategic outreach campaigns encouraging public participation in local government. At the same time, the team supported the municipalities in establishing mechanisms such as SWM committees that would directly involve citizens in planning and delivering essential services. This provided important opportunities for citizens' input to inform project implementation while publicly highlighting the local governments' progressive achievements in service delivery.

As the program progressed, RAMP UP-South increasingly focused on building municipal officials' capacity to drive the outreach process, ensuring the municipalities were prepared to assume responsibility for selecting, preparing, and distributing materials on their activities and services. The team built the capacity of municipal outreach staff

through on-the-job mentorship, transferring vital communications skills to the local administrations.

The *Shayasta* (“beautiful” in Pashto) campaign, launched in each target municipality during the second year of the program focused on increasing popular awareness of the local governments’ efforts to improve solid waste management and beautify public spaces. *Shayasta* was designed to build civic pride and promote public engagement in city beautification. The campaign began with a series of radio programs and community meetings and expanded to include large-scale, volunteer city clean-up initiatives that encouraged citizens to take active roles in maintaining their streets and organizing the removal of waste to community bin sites. Throughout the year, the municipalities distributed brochures, flyers, and folders to provide information about the benefits of city beautification and regular solid waste removal, emphasizing that those services were made possible through parcel registration and *safayi* taxes. A critical element of the outreach campaign was soliciting support from mullahs and other religious leaders, whose significant influence was essential to informing citizens of municipal services.

Launched at the end of 2012, the *Hashar* campaign aimed to promote city-wide sanitation and cleanliness standards. *Hashar* (“collaboration”) was promoted at public events in Qalat, Lashkar Gah, Kandahar, Zaranj, and Nili where governors and mayors worked alongside their constituents to sweep the streets of their cities.



Kandahar’s mayor joins citizens in support of the *Hashar* campaign

Radio is one of the most popular sources of information in southern Afghanistan, and RAMP UP-South strengthened its outreach efforts by helping municipalities organize multiple radio programs over the life of the project. Radio messages were developed in collaboration with mayors and other municipal officials to ensure that they were consistent with local priorities. In 2013 the municipalities of Kandahar, Lashkar Gah, and Nili implemented three-month radio programs on local stations, with weekly broadcasts highlighting municipal activities and encouraging participation in city cleaning initiatives. On some broadcasts, senior municipal officials and mayors fielded questions on local revenue generation, municipal activities, and how public funds were being spent. The program in Nili was distinguished by its focus on encouraging female participation in civil society and discussion of local economic development in the context of the municipality’s New City Development urban master plan.

RAMP UP-South sponsored billboards in each municipality promoting service delivery, parcel registration, business licensing, and women’s participation in society. Public events were also used to introduce new initiatives, gather citizens’ feedback, and provide opportunities for citizens and civil society groups to interact with municipal officials.

Over the course of the project, RAMP UP-South sponsored more than 200 public outreach initiatives, drawing attention from local and national news outlets including *Taand*, *Benawa*, *Khabarial*, *Larawbar*, *Zraswand*, Kandahar TV, and Radio Television Afghanistan. Although outreach activities were designed to engage the local community as a whole, RAMP UP-South also conducted specific outreach efforts targeting the participation of women and young people.

The effectiveness of these activities is illustrated by their results: an increasing number of land and business owners now embrace parcel registration and business licensing, citizens regularly participate in primary waste collection, and interviews by local media outlets suggest that a growing number of citizens are familiar with local government services and participate in municipal affairs.

### **Advancing Women's Economic Empowerment and Civic Engagement**

Historically, the social and political engagement of women in southern Afghanistan has been limited as a result of restrictive attitudes. Cultural opposition to women taking more active roles in society has resulted in low literacy and limited knowledge about women's legal rights; these dynamics tend to be especially pronounced in southern Afghanistan. Although municipal services are intended to benefit all citizens, in some cases social norms effectively prevent women from accessing them. To address these issues, RAMP UP-South supported efforts in the targeted municipalities to increase women's engagement in participatory decision-making. These initiatives focused on institutionalizing mechanisms that give women a voice in local governance, contribute to equalizing access to public services, and facilitate women's economic empowerment.

RAMP UP-South adopted a two-pronged approach to its gender programs. First, the team worked to ensure that the municipal services and community decision-making structures implemented under the program were equally accessible to men and women. For community events and outreach activities, ensuring equal access sometimes meant organizing separate events on the same issue for men and for women. Although in many ways less than ideal, this system allowed RAMP UP-South to involve women in municipal policy-making without alienating socially conservative elements of local society.

Second, RAMP UP-South worked to increase opportunities for women's economic autonomy by providing vocational training, establishing women's markets, and fostering a supportive environment for involvement in economic activities. One powerful method of obtaining legal protection for businesses owned by women was through registration with the municipality. Consequently, RAMP UP-South's business registration activities strongly complemented its gender mainstreaming efforts.

RAMP UP-South's gender-related activities focused on promoting and legitimizing women's participation in society through outreach efforts focusing on women's issues, public celebration of women's holidays, such as International Women's Day; capacity building training to help municipal staff incorporate gender considerations into their

work; and basic technical training for female workers and entrepreneurs to boost women’s employability and income-generating power.

To create a more gender-balanced workforce, RAMP UP-South promoted opportunities for women to apply for jobs, including within the municipality. One especially notable success for RAMP UP-South was training and preparing three female data entry clerks for employment in the Kandahar municipal government — the first time in the city’s history that women were hired to work in a technical capacity. Braving the risks associated with entering a male-dominated workplace, the three women helped open doors for other women pursuing technical careers in local government.

Promoting equal access to municipal services was another major priority. Because municipal services are most effective when they address the needs of the entire community, RAMP UP-South promoted services that were equally accessible to men and women, including parcel registration and business licensing. In early 2012, municipal governments launched comprehensive business licensing campaigns to survey businesses and register them in the IFMS. Many women business owners in municipalities such as Lashkar Gah and Zaranj registered their businesses, which made them eligible for the first time to bid on small projects and procurement activities funded by the municipality. Such benefits encourage local business owners of both sexes to engage more actively with the municipality. Additionally, RAMP UP-South supported advocacy campaigns reinforcing the message that municipal services are intended for both sexes and worked to ensure that municipalities provided appropriate facilities for women and men, such as citizen service desks and public latrines.

#### **Building Opportunities for Women**

“The municipality is encouraging businesswomen to register their businesses so that we can provide them better support. Most of the businesses owned by women are registered with municipality which shows a positive improvement for women working in Lashkar Gah.”

— *Mohammad Fazil Safi, mayor of Lashkar Gah*

RAMP UP-South also worked with targeted municipalities to better acknowledge the contributions of women in Afghan society by celebrating internationally recognized women’s holidays such as International Women’s Day. In publicly celebrating these holidays, municipal governments were able to highlight the important roles women can play in supporting community development.

Moreover, RAMP UP-South supported the development of a women’s market in Zaranj as part of its PPP component. This safe location where businesswomen and female residents can buy and sell goods supports meaningful participation by women in the economy and community.

RAMP UP-South launched women’s vocational education training programs to support the economic empowerment of women. The team provided vocational training in Kandahar, Lashkar Gah, Nili, Qalat, Tirin Kot, and Zaranj municipalities focusing on beautician skills and sewing curtains. The beautician skills program, from October 2012 to April 2013, trained 75 women in Kandahar, Lashkar Gah, Nili, Qalat, and Zaranj. The

curtain sewing program, from September through December 2013, trained 105 women in Kandahar, Lashkar Gah, Nili, Qalat, and Tirin Kot.

Participants in the vocational education programs also received training in business skills that could enable them to establish small businesses in their chosen vocations. Post-training program assessments found that 64 of the 75 women who participated in the beautician training program started home-based businesses. Of the 105 women who participated in the curtain sewing program, 65 reported starting their own businesses. The creation of new, female-owned businesses bolstered the success of the business licensing program and helped support and legitimize increased engagement by women in the community. The establishment of these small, independent businesses is a testament to the success of the training program in empowering women and promoting lasting change in how southern municipalities engage female citizens.



## FIRST PERSON Farzana's Beautiful Dream



Photo: RAMP UP-South

*Farzana applies makeup on a client at her small, independently-owned beautician business.*

***“My family has always encouraged me, and now I also feel that my municipality is supporting me... I learned so much at the training and have become more confident now that I have started my own business.”***

Farzana, a housewife in Lashkar Gah, dreamed of owning her own business to earn money to support her family. With six children and an unemployed husband, Farzana did some tailoring to bring in income, but they struggled to make ends meet. Despite her circumstances, Farzana's hope and drive never wavered.

To promote economic opportunities for women like Farzana, the municipality of Lashkar Gah, in collaboration with the USAID-funded Regional Afghan Municipalities Program for Urban Populations (RAMP UP)-South, developed a beautician vocational and business skills training program. The three-month training focused on developing the technical and managerial skills needed to start and operate a beautician business.

Farzana was among the 10 women who initially enrolled in the program. After successfully completing the course, she used her new skills to establish a small, independent beautician business in her home. The income Farzana generated has not only helped her better support her family, but has also allowed her to pay the municipal business licensing fee and register her business with the municipality. By engaging women in business registration, the program also aims to increase their involvement at the municipal level.

“This is a dream come true for me,” Farzana said of starting her own business. Her business has flourished, and she estimates her earning power has increased ten-fold. Farzana notes, “My work demonstrates that women are brave and can work under any circumstance.” RAMP UP-South also supported vocational and business skills training programs for women in Zaranj and Nili.

### Telling Our Story

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## Promoting Youth Outreach

Approximately 65 percent of Afghanistan’s population is under the age of 25. Consequently, it is critical that municipal governments engage youth, solicit their participation in civic affairs, and develop inclusive policies that advance their interests. Youth-oriented civic engagement efforts can create valuable opportunities for young people to interact with municipal officials and encourage the government to address their priorities. Working with the mayors of the target municipalities, RAMP UP-South helped organize youth outreach forums and activities such as sports tournaments to promote more active youth participation in municipal governance. As a key component of project sustainability, RAMP UP-South’s outreach programs harnessed the enthusiasm and energy of young people as a positive political, economic, and social force in society for decades to come.

One of RAMP UP-South’s major youth outreach initiatives began in November 2012, when each municipality hosted youth engagement forums. Approximately 600 young men and women discussed how they saw their future, shared opinions about the municipality, and offered ideas on promoting inclusive municipal structures for all youth, irrespective of sex. The forums revealed that, while many young people are moderately optimistic about their future, much of this attitude hinges on the ability of the municipality to improve and expand essential community services. Young people spoke freely about issues that concerned them, such as the impact of corruption on community, security, and the pressing need for more education and employment opportunities. Almost all participants expressed the desire to support community development, but noted that such opportunities were rare. One female participant in Kandahar stated, “Today was the first gathering in which the municipality has listened to our opinions and ideas, and the first time they are explaining municipal services to us.”

Following the success of the youth forums, RAMP UP-South launched a series of competitions designed to promote awareness of important community issues. In November 2012, RAMP UP-South supported each target municipality in hosting a drawing competition for elementary school students. Students made drawings depicting the importance of cleanliness in their cities and received information on the municipalities’ expanding SWM and city beautification programs. In spring 2013, poetry competitions for girls and boys were held in each municipality. More than 1,500 students wrote poems about civic pride and keeping the city clean.

### Youth are the Future

“Youth are the core of a society, who can determine the future of their society. They are energetic, creative, and with knowledge they can build the future of their city and country.”

— Azra Jafabri, former mayor of Nili



Youth in Zaranj read flyers about the municipality’s SWM program.

RAMP UP-South sponsored boys' and girls' photo competitions in Kandahar, Nili, and Zaranj in summer 2013. Students received disposable cameras and took photos illustrating how the municipality's improved services were changing life in their area and why they were proud to be citizens. Municipalities hosted sports competitions, including a cricket tournament in Qalat and soccer tournaments in Lashkar Gah and Zaranj, with RAMP UP-South support during summer 2012. The Lashkar Gah municipality hosted a foot race across the city. More than 100 students finished the race at the municipal compound, marking the first time many of the participants had entered the facility. These youth awareness-raising programs were fun events that brought families and youth together and provided creative opportunities for youth to engage in their communities.

Finally, in 2013 RAMP UP-South conducted its "Mayor for a Day" program in all six target municipalities. Nearly 600 girls and boys from 30 southern high schools submitted essays describing what they would do if they were mayor for a single day. The four girls and seven boys who were named the winners of this important learning experience were invited to spend a day as mayors of their home cities.



# FIRST PERSON

## Young Mayors of Southern Afghanistan

### RAMP-UP South promotes youth participation and engagement in local governance



Photo: RAMP UP-South

The deputy mayor of Lashkar Gah, Ahmad Masoud Sayllab, awarding the mayoral certificate to Shafiq, one of the winners of the Mayor for a Day program.

***“A society is made of men and women who all work together to bring about progress. I want to help educate the people in our community about their duty to keep their homes, cities, schools, and streets clean. I would like to be a mayor some day.”***

— Shafiq

Until November 2013, the youth of southern Afghanistan had never experienced local governance through the prism of a mayor. Unlike many young Afghans, the winners of the Mayor for a Day program in Kandahar, Lashkar Gah, Qalat, Tirin Kot, Zaranj, and Nili had a unique opportunity to sit in mayoral chairs and run their respective municipalities.

To promote youth engagement and strengthen the relationship between youth and the municipality, the USAID-funded Regional Afghan Municipalities Program for Urban Populations (RAMP UP)-South organized essay competitions in 30 high schools across the RAMP-UP South municipalities. Supported by municipal officials, schools, and community leaders, 600 teenagers shared their ideas about ways to improve municipal service delivery and engage youth in these activities. Those with the best ideas won the main prize: mayorship for a day.

In Helmand province, 19-year old Shafiq acted as Lashkar Gah’s deputy mayor. Shafiq was excited about the opportunity to learn first-hand about the mayor’s work and all the services her municipality provides to the community. “This was an important day for me. I learned about the responsibilities of a mayor; I saw how our mayor listens to citizens’ requests, and how he solves their problems,” said Shafiq.

In southern Afghanistan, youth do not typically have a voice in or contribute to local governance. Inviting their ideas, and supporting an inclusive process in which schoolgirls and schoolboys are welcome to propose solutions beneficial to their communities, marks an important milestone for all southern municipalities. Across the south, the Mayor for a Day program brought memorable experiences and instilled a new sense of public service and ownership over the future of the students’ communities.

Shafiq’s improved understanding of the municipality’s role in bettering the daily lives of ordinary citizens helped her develop her own ambition. “I love my country, and I want to serve my country. I will be very proud with myself if, in the future, I can work for my municipality on youth and gender awareness issues, making women and youth a part of the decision making process,” said Shafiq.



## CHAPTER FIVE. TRANSPARENCY AND ACCOUNTABILITY

### Improving Transparency and Access to Information

As Afghan municipalities have worked to become more accessible and responsive to citizens, they have struggled to find efficient processes for tracking and addressing citizens' requests, leading to frustration for both the municipalities and their constituents. In the past, municipal officials often had to interrupt their work to address a disorganized stream of requests for information or assistance. In addition, the lack of systems to track applications and limited staff capacity to respond appropriately to inquiries or process applications led to significant delays.

Recognizing the need for a more structured system to engage citizens with their local government and facilitate exchange of information, RAMP UP-South supported the establishment of citizen service desks (CSDs) in the target municipalities and a larger-scale citizen service center (CSC) in Kandahar. These are centralized, easily identifiable locations where citizens can obtain information about municipal services, request assistance, and provide feedback on service provision. By increasing the municipality's efficiency in responding to citizens' requests, these one-stop shops simply but strategically build support for municipal governance while spurring demand for important services such as business licensing and parcel registration. Under RAMP UP-South, they significantly improved municipal service delivery; streamlined the processing of permits, licenses, and applications; increased the transparency of municipal functions; and reduced opportunities for corruption — increasing citizens' trust in their local government.

Following the establishment of the first CSD in Lashkar Gah in April 2012, RAMP UP-South provided material and technical assistance to support the creation of CSDs in the remaining five target municipalities. Each CSD was equipped with office and IT equipment, including intercom phones, to facilitate communication and coordination among municipal line departments and CSD staff. RAMP UP-South also worked with the municipalities to hire CSD staff members and provided training in basic administrative and computer skills, including file management, Microsoft Word and Excel, and human resource management techniques. CSD staff were also trained to maintain a basic case management system, designed by RAMP UP-South, through which the municipality could register, track, and analyze citizens' visits (Table 6). As the CSDs matured, RAMP UP-South increasingly focused on providing them with relevant outreach materials such as municipal newsletters and brochures on municipal services. Complementary public outreach efforts ensured that citizens were aware of and fully understood the role of CSDs in their municipality.



A woman visits the CSD at the Lashkar Gah municipality.

**Table 6. Estimated Daily Visitors to Municipality Citizen Service Desks/Citizen Service Center**

Municipality	Citizen Service Desk Established	Citizens Served Daily (estimate)
Kandahar	May 2012	100
Lashkar Gah	April 2012	75-80
Nili	October 2013	10-15
Qalat	April 2013	20-30
Tirin Kot	September 2013	7-10
Zaranj	July 2013	20-25

*Note:* The citizen service desk in Kandahar was expanded to a citizen service center in early 2014.

Citizens are experiencing the CSDs’ positive effects on municipal efficiency. Municipal line departments now process permit and licensing applications, and mayors respond to citizens’ petitions more quickly. Previously, citizens had to visit multiple government departments to submit requests for services to the municipality. Now

citizens submit all petitions to a CSD employee, who enters and tracks the information and liaises with relevant departments to complete the request promptly. The CSDs have greatly accelerated turnaround time for applications that previously took several days or even several weeks to process. In Kandahar and Lashkar Gah, where the CSC and CSD receive approximately 100 and 75 visitors per day, respectively, a typical request takes two to three hours to process and direct to the appropriate department. In Qalat, a request is usually processed in one hour. By increasing the transparency of municipal operations, cutting response time, and easing access to government services, the CSDs have changed citizens’ perceptions of the local government’s responsiveness and accountability.

**Transparency Builds Trust**

“Citizens complain the most about corruption, so the purpose of the CSC is to eliminate corruption,”

— *Mohammad Omer Omer, mayor of Kandahar*

Mayors and municipal staff also welcomed the introduction of the CSDs. Kandahar’s mayor, Omer Omer, was inspired by the successes of the CSD and dedicated to addressing the continuing need to make municipality more responsive to citizens’ concerns. In fall 2013, with RAMP UP-South assistance, the Kandahar municipality began to construct a 4,400-square meter, full-service CSC. The new CSC opened in January 2014. It is staffed daily with up to 20 employees representing key municipal line departments and houses a bank branch that accepts payments for permits and licenses. Since the CSC opened, citizens have remarked on the increased efficiency with which their requests are addressed. One citizen, Esmatullah Atta, noted, “Before the CSC opened, a person would wait two or three days for a signature. Now, it is a matter of minutes.” A dedicated CSC staff position was added to the 1393 (2014) *Tashkeel* in Kandahar, a testament to the importance that GDMA places on municipal support for CSCs and CSDs.

## Establishing Municipal Advisory Boards

Afghans have limited opportunities to take part in municipal decision-making. There are no democratically elected representatives through whom citizens can voice their needs and interests, and few forums for citizen engagement. Although various organizations, such as service delivery advisory groups, are dedicated to increasing citizens' involvement in municipal affairs, most are informal and the participation of citizens can vary. Additionally, although the 2004 Constitution envisions the democratic election of mayors and municipal council members, it is expected that elections will not occur until after the next presidential election. In preparation for the introduction of elected municipal councils, RAMP UP-South assisted GDMA in developing municipal advisory boards in 2013.

A milestone in expanding citizen engagement and government accountability in southern Afghanistan, the MABs are official representative bodies that advise municipal governments to ensure that decisions are responsive to citizens' needs and priorities. MABs provide forums for discussing the budget process and funding priorities and are essential to monitoring the integration of women and youth in municipalities. Composed of locally elected citizens from various backgrounds, MABs are vital links between municipalities and citizens to channel feedback, improve oversight, and increase transparency.

RAMP UP-South supported the formation of MABs in four target municipalities: Lashkar Gah, Qalat, Tirin Kot, and Zaranj, although time constraints prevented full implementation in Lashkar Gah and Qalat. The project also worked with Kandahar's mayor to improve the functioning of its MAB through capacity building and outreach.

The Kandahar MAB was established in July 2013. RAMP UP-South worked with the municipality to raise public awareness of the MAB's functions by posting information on public notice boards throughout the city and sponsoring radio programs on local stations. RAMP UP-South also supported the municipality to host its first MAB meeting, where members met with the mayor to discuss potential SWM micro-projects.

In fall 2013, RAMP UP-South's capacity building team trained mayors and staff in the remaining municipalities on IDLG's terms of reference for MABs and liaised between the municipalities and GDMA to pave the way for implementation of the MABs. As a result of RAMP UP-South's assistance, the Tirin Kot MAB was established in October 2013 and the Zaranj MAB in December 2013.

In Tirin Kot, 24 members were elected to the local MAB, including a number of community elders, neighborhood (*guzar*) representatives, youth council members, a journalist, and a representative of local business owners. Following its establishment, the

### Representing the People

"The [members of] the MAB are our messengers, they take our message to the people and collect and share people's problems with us. I want their collaboration and coordination. We need their ideas about the priority work and projects to be done in the city."

— *Najibur Rahman Azizi, mayor of Tirin Kot*

MAB met regularly to discuss issues of concern to Tirin Kot residents, including waste collection, city beautification, and the need to improve traffic flow. As a result of the MAB's coordination and communication with the municipality, a new parking lot accommodating up to 500 vehicles was developed to ease congestion in a busy commercial district. In addition, the municipality allocated funds to plant 2,000 rose bushes and other decorative plants to beautify the city.

In Zaranj, 17 members, including two women, were elected to the MAB. The MAB has met regularly since its establishment and focused its activities by forming three sub-committees dedicated to city sanitation and beautification, municipal services and revenue, and monitoring feedback and addressing complaints. The Zaranj MAB's chairman, Haji Noor Den, sees the MAB as "the hand of the mayor." Mayor Jahan Gul Omarzai, who was appointed in late 2013, is as committed to supporting the MAB as his predecessor, Mohammad Sarwer Nazari. Mayor Omarzai stated, "We can call the MAB a bridge between citizens and the municipality for problem-solving, cooperation, and coordination."

Both municipalities provided office space within their municipal government buildings, which RAMP UP-South furnished and equipped with computers and printers to support MAB operations. MABs are designed to create and maintain responsive and accountable local governance mechanisms that encourage the participation of informed and engaged citizens. Until municipal councils are developed and new laws are passed, MABs will serve as the primary method for citizens to advise on municipal activities.



## CASE STUDY

# A Pillar of Good Governance

**Municipal advisory boards are consultative bodies whose function is to bridge the gap between municipal leadership and the community. They will pave the way for the 2015 democratically elected local councils.**



Photo: RAMP UP-South

*Zaranj municipal advisory board members meet with the mayor.*

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### Challenge

As Afghanistan continues to build a sense of ownership among its people for the future of their country, it is also imperative for local governments to build trust with their citizens. In the past, citizens have not had a forum to request services, provide feedback to officials, or demand government accountability. Municipalities in southern Afghanistan are working to overcome this status quo and establish mechanisms to create and maintain responsive and accountable local governance that thrives on participation from informed and engaged citizens.

### Initiative

In coordination with the General Director of Municipal Affairs, the USAID-funded Regional Afghan Municipalities Program for Urban Populations (RAMP UP)-South facilitated the establishment of municipal advisory boards (MABs) in Zaranj and Tirin Kot. The boards are composed of community elders, women, youth, religious leaders, and district representatives. Members' authority lies in their accountability to their fellow citizens. The MABs provide vital links between the municipality and citizens to channel feedback, improve oversight, and increase transparency by relaying citizens' requests and complaints, ensuring adequate use of municipal finances, and monitoring the provision and quality of services.

### Result

The experience of Zaranj demonstrates that MABs can be effective advocacy mechanisms for citizens. A member of Zaranj's MAB noticed trash accumulating in the ditches and streets around the shops in the central district. Shopkeepers, who are typically responsible for maintaining the area, were not cleaning the streets and pathways around their businesses. The MAB member raised the issue in a meeting with the mayor. The mayor sought permission from the provincial governor to fine shopkeepers who failed to keep their shop areas clean. As a result of the MAB's action, the trash surrounding shops in Zaranj's central district is gone. Former Zaranj mayor Mohammad Sarwer Nazari noted that the MAB "should help the municipality provide better services to citizens." Thus far, MABs seem poised to pave the way for inclusive governance in southern Afghanistan.

## Assessing Citizen Satisfaction with Municipal Services

One of RAMP UP-South's primary goals was to improve citizen satisfaction and trust in municipal governments by demonstrably enhancing delivery of public services and improving the lives and livelihoods of citizens. Throughout the program, efforts were made to place municipal officials at the forefront in planning and implementing highly visible public services, such as SWM, to increase citizens' confidence and support for local government. To measure the impact of program activities on public perceptions and attitudes toward municipal governments, RAMP UP-South designed and administered the Municipal Service Satisfaction Index.

Initial citizen surveys and focus groups were carried out during the first year of the project through the Municipal Service Satisfaction Index and again in 2013. This data fed directly into RAMP UP-South's overarching impact indicator — the percentage increase in citizens' trust in, satisfaction with, and buy-in and overall support for municipal service delivery. The impact indicator measures the long-term evolution of citizens' perceptions with respect to municipal services, information, and participatory mechanisms as a result of RAMP UP-South programming. Per the RAMP UP-South contract, the overall life-of-project target was set at 20 percent. The focus groups and surveys benchmarked local progress and informed municipal project design, service improvements, and strategic communications efforts that targeted specific populations at the start of the project.

In the 2013 assessment, five of the six municipalities scored positively on the index, meaning citizens in those municipalities responded more positively than negatively regarding municipal services and officials. Moreover, from 2011 to 2013, citizen satisfaction rose significantly (by at least 39 percentage points) in Lashkar Gah, Qalat, and Tirin Kot. Kandahar scored 20 percent, slightly lower than its baseline, although the municipality recorded more positive than negative responses. Citizens of Zaranj, who were not included in the baseline assessment in 2011, responded with a positive score of 14.3 on the index. The scores demonstrate an average increase in citizen satisfaction of 21.8 percentage points from initial baseline scores, exceeding the target of 20 percent.

Overall, business owners across the six municipalities demonstrated greater willingness to pay licensing fees and claimed that municipal business registration processes were improving the security and credibility of their businesses. Citizens attributed improvements in their quality of life to better municipal services, and a growing number of residents also credited the municipalities with being more responsive, transparent, and accessible. Due to RAMP UP-South outreach initiatives such as the CSC, CSDs, MABs, and public information campaigns, men and women alike sought municipal assistance when encountering problems — reflecting the increasing familiarity and trust that citizens in the south now have in their local government. These gains coincided with tangible service delivery improvements in all the municipalities and substantial progress in local revenue generation, citizen engagement, and women's empowerment initiatives.

## CHAPTER SIX. MUNICIPAL CAPACITY AND SUSTAINABILITY

### Building Municipal Capacity

Well-qualified and committed municipal employees capable of overseeing and executing local government activities are essential to a fully functioning and independent municipal government. Municipalities in southern Afghanistan have typically struggled to attract and retain quality personnel, and their ability to effectively deliver public services has been undermined by the limited capacity of municipal employees, who have had little opportunity to develop relevant professional skills and technical expertise. The lack of basic IT systems and office equipment has exacerbated the inability of local government employees to carry out their core functions. To address these challenges, RAMP UP-South worked with the target municipalities to provide opportunities for current and prospective staff members to develop their professional capabilities while also supporting the modernization of government offices and building the capacity of municipalities to fill vacant *Tashkeel* (full-time, local government) positions.

Throughout the life of the project, RAMP UP-South provided material assistance to the targeted municipalities along with numerous capacity building opportunities for local staff, including training, in-country study tours, and networking conferences. Utilizing the competency matrix and municipal capacity index (MCI) — both developed by RAMP UP-South — the project was able to effectively assess trainees' needs, tailor training programs, and accurately assess municipalities' capacity in key functional areas and the presence of qualified staff. RAMP UP-South's initiatives built the confidence and ability of municipal employees to perform essential public administrative functions. Moreover, by focusing on transferring sustainable skills in the program's core technical areas of implementation, RAMP UP-South worked to ensure the necessary resources and institutional knowledge were in place to sustain RAMP UP-South initiatives, such as SWM, business licensing, and parcel registration, long after the program's end.

Early in the project, RAMP UP-South focused primarily on providing basic capacity building training and material assistance to the six target municipalities. This included procuring office furniture and IT equipment to provide staff the tools to carry out their core responsibilities effectively. RAMP UP-South's assistance ranged from supplying folders and filing cabinets to providing computers and printers to modernize municipal functions. Many municipal employees were accustomed to drafting documents and performing budget calculations by hand and had little or no experience using computers or even maintaining accurate filing systems. Therefore, RAMP UP-South complemented the new office equipment with administrative training on topics such as managing files, taking meeting minutes, supervising staff, working with Microsoft Word and Excel, and using e-mail.

#### Building Technical Skills

"Before the training, I was managing all my paperwork, such as the price list and vendor information, in Microsoft Word and using a calculator to perform simple addition and subtraction. But, now I am very happy to say that I use Microsoft Excel spreadsheets to create and store all price-list and vendor details very easily and have no need for a calculator anymore."

— *Mohammad Nasim, Tirin Kot district manager*

Training was conducted in classroom settings and on the job, allowing trainees to put their knowledge to use in practical settings.

As the project progressed, RAMP UP-South shifted the focus of training from basic professional skills to the competencies necessary to perform increasingly sophisticated local government functions. The RAMP UP-South team developed a comprehensive training program for municipal employees. Coordinated with and approved by the mayor of each city, training activities were designed to build the capacity of municipal staff to manage service delivery and revenue generation initiatives and continue building fundamental administrative and managerial skills. Targeted on-the-job training was provided in such topics as landfill management, business license registration, the IFMS, solid waste management route planning, GIS basics, and municipal budget preparation. In addition, RAMP UP-South organized study tours to give local municipal officials the opportunity to meet their counterparts in Kabul and discuss techniques for modernizing SWM practices.

In the final year of the project, the team focused on completing the transfer of skills necessary for municipal governments to maintain RAMP UP-South initiatives. RAMP UP-South also began to deliver a series of training activities to municipal employees to build advanced planning and project management capabilities. Training focused on the key phases of the project life cycle — needs assessments, planning, implementation, and monitoring and evaluation — and reinforced the need to discuss plans with relevant stakeholders. Additional on-the-job instruction on planning tools, procurement, and human resources management complemented these efforts and further equipped municipal employees with the knowledge and skills to implement municipal service delivery projects.

The project ensured that training activities built on the administrative and management topics previously addressed and that they complemented concurrent technical assistance efforts. RAMP UP-South trained and deployed a cadre of administrative and management trainers to deliver project-developed training curricula. Fifty-nine such curricula were devised over the life of the project, including 18 on administrative and core management topics. The remaining 41 covered more specialized subjects ranging from IFMS implementation to gender-based outreach (Table 7).

### Bringing Back Knowledge

“We have learned many new skills at the study tour. When we visited the Kabul transitional waste accumulation site, we found the solutions to problems that we face in Kandahar. We also exchanged our contacts with Kabul municipality staff in order to continue collaboration in future.”

— *Haji Mohamad Nasim, deputy mayor of Kandahar*

### Training by the Numbers

- 971 individuals trained with RAMP UP-South assistance, including 702 men and 269 women
- 342 training events held from December 2011 to the end of the project
- 260 municipal employees received administrative and technical training
- 180 female residents received vocational training in beautician skills, sewing curtains, and complementary business skills
- 118 high school students received training in organizational and IT skills

**Table 7. Training Events by Focus Area**

Focus Area/Component	Number of Training Events
Administrative	106
Core management	55
Service delivery — SWM and engineering	53
Financial management — IFMS, budgeting, GIS	89
Gender and outreach	21
Vocational studies and business skills	18

RAMP UP-South also supported the establishment of training centers in five of the six target municipalities to serve as central locations for new and more experienced municipal employees to develop and maintain their skills. Each center was furnished with desks and chairs, computers, printers, and a projector. The centers served as dedicated facilities for building the capacity of municipal staff and training selected high school students for future service in local government. As a legacy of RAMP UP-South, it is anticipated that municipalities and other development organizations will continue to conduct training activities at the centers to meet the needs of local government practitioners. In addition to collaborating with high schools and universities to inform prospective graduates of career development opportunities in local government, RAMP UP-South worked with the municipalities to facilitate the hiring of *Tashkeel* employees by developing and updating their organizational charts, identifying vacant *Tashkeel* positions and assessing the necessary skill sets to perform their defined duties.



**Municipal staff receive data entry training at the Nili training center.**

RAMP UP-South utilized the municipal capacity index to monitor the efficacy of its capacity building efforts in the target municipalities. The MCI is a weighted index that assesses municipal capacity to perform core local government functions. It is not a needs analysis, but rather a snapshot of institutional capability at a given time across four main categories: municipal service delivery, internal budgeting and financial management, capacity to manage service delivery projects, and transparency and accountability. The MCI assessed 17 indicators, scoring each on a scale of 0 to 5. A final composite score was determined by summing the individual indicator scores for each municipality. The maximum overall score is 85.

The first MCI assessment, in October 2010, established the baselines against which subsequent MCIs were evaluated. A mid-term evaluation in August 2012 gauged progress in the target municipalities as a result of project interventions. The mid-term MCI results guided further tailoring of training and technical assistance to the municipalities, with the aim of meeting a target of 50 percent over the baseline MCI score

by the end of the project (Table 8). The final MCI assessment, in December 2013, showed an increase of 57.6 percentage points over the baseline.

**Table 8. Municipal Capacity Index Scores, Targets, and Increase over Baseline**

<b>Municipality</b>	<b>Baseline MCI Score</b>	<b>August 2012 Score</b>	<b>Percentage Increase over Baseline</b>	<b>Final MCI Score</b>	<b>Percentage Increase over Baseline</b>	<b>January 2014 Target</b>
<b>Kandahar</b>	18	43	30	64	54.1	60
<b>Lashkar Gah</b>	19	40	25	64	52.9	61
<b>Nili</b>	5	25	24	58	62.4	48
<b>Qalat</b>	6	38	38	55	57.6	49
<b>Tirin Kot</b>	8	25	20	56	56.5	50
<b>Zaranj</b>	5	34	34	58	62.4	48
		<b>Average</b>	<b>29</b>		<b>57.6</b>	<b>50</b>



## FIRST PERSON Municipal Staff Become More Tech Savvy



*Basir Khan puts his computer training skills to work in the municipality office.*

***“[At first] I thought...people who do office work by computer are strange...But after attending courses, I’m now able to do most of my office work by computer. I feel like I can do three times the amount of work without compromising the quality of my work!”***

**— Basir Khan**

Basir Khan had never cared much for computers. Throughout his career, the 56-year-old construction manager at Zaranj municipality was accustomed to working with paper and pencil, communicating in person and over the phone, and processing hand-written documents. Basir had not even encountered computers until recently. “When I heard about this machine called a ‘computer,’ I thought to myself, people who do office work by computer are strange people.” However, as processes in the municipality became increasingly digitized, Basir realized that he would need to learn more about computers.

In collaboration with the municipality of Zaranj, the Regional Afghan Municipalities Program for Urban Populations (RAMP UP)-South provided a number of administrative and technical training activities designed to ensure the sustainability of service delivery and revenue generation activities while boosting the development of core management skills for municipal staff like Basir. Upon learning about the training opportunities, Basir enrolled in computer courses covering topics such as Microsoft Word and Excel and budgeting for solid waste management activities. By building the capacity of municipal employees to support technical activities, RAMP UP-South training activities were targeted to optimize impact and enable the municipality to provide more timely and effective services to citizens.

“At first, it felt hopeless. I mean, I thought an old fellow like me would never use a computer! But after attending courses, I’m now able to do most of my office work by computer. I feel like I can do three times the amount of work without compromising the quality of my work!” Equipped with new skills, Basir supports municipal construction activities such as road improvement projects and the renovation of municipal buildings.

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## Instituting Standard Operating Procedures

To enable municipal staff to expand and improve service delivery, the municipalities needed more consistent and professional systems for organizing their operations. While municipal staff strove to comply with the legal and regulatory framework for provision of services to citizens, they often were unable to execute prescribed functions consistently. Consequently, annual municipal budgets were prepared more or less in line with the law, but were often submitted late, failed to include essential information or allocate funding for key initiatives, and all but ignored the vital need for citizen input in the budget process. Moreover, basic public services such as SWM were executed sporadically or inconsistently, often wasting municipal resources by relying on inefficient processes.

In 2013, RAMP UP-South developed a set of SOPs in Pashto and Dari for SWM, municipal budget preparation, and IFMS implementation, providing clear guidelines for conducting these activities. The SOPs — developed by RAMP UP-South technical advisors embedded in each municipality in collaboration with key municipal officials — are two-page quick reference guides based on the operations, functions, and systems the advisors observed throughout the project. The SOPs and corresponding manuals were designed to offer simple, straightforward instructions to ensure that operations are carried out efficiently. They serve as training tools for new employees and constant references and reminders to staff of the standards to which the municipality must adhere. The mayors of the targeted municipalities endorsed the SOPs, demonstrating their commitment to maintaining consistently high standards in the performance of key municipal functions.

The SOP on municipal budgeting preparation provides a practical road map that describes the steps, forms needed, and timeframes involved in the annual budget process and defines officials' roles and responsibilities in the timely submission of annual budgets. It also provides for citizen input, both to ensure ongoing exchange of knowledge between the municipality and its constituents, and to promote more transparent and gender-sensitive budgeting. Following the procedures outlined in the SOP, the 1393 budgeting process in the six targeted municipalities included a series of participatory public meetings where citizens could discuss local development priorities with their municipal counterparts.

The SWM SOP is a comprehensive guide for operating municipal waste management systems — covering everything from primary waste collection to waste disposal and treatment. This SOP was instrumental in improving SWM vehicle route planning and maintenance and increased the efficiency of municipal operations. Utilizing the SOP and corresponding SWM manual, Kandahar's SWM managers now actively prepare their annual departmental budgets for submission to the municipal budget committee, and they plan and continually monitor municipal routes to ensure that the efficient use and maintenance of resources such as gasoline, garbage skips, and vehicles. In Lashkar Gah, municipal officials use the SOP to guide municipal employees in routine vehicle repairs and maintenance and to reinforce the continual need to inform citizens of their primary waste collection responsibilities.

The six IFMS SOPs map how municipal public financial management functions should be carried out in relation to each module of the integrated system: payroll and human resources, revenue collection, budgeting, accounting, parcel registration, and business licensing. The SOPs and manuals provide step-by-step instructions and clear overviews of the relevant administrative process and demonstrate how information is entered into the respective automated module. The SOPs are important reference tools for IFMS training and essential guides for municipalities throughout Afghanistan that are adopting and implementing the system.

### Developing an Effective Competency Matrix

Monitoring and evaluation are vital to successful capacity building activities. In the past, the target municipalities lacked the tools to effectively track and assess staff training. As a result, mayors and other high-level officials were unable to identify areas for improvement and often relied on generic or redundant training activities that did not always respond to the needs of municipal staff.

To address this, in 2013 RAMP UP-South developed a competency matrix to better ensure that capacity building efforts were tailored to the needs of municipal staff, and that the results of those efforts were appropriately captured and communicated to a wider audience, including GDMA, mayors, and USAID. The competency matrix is a Microsoft Access database that details — by topic, and over time — the competency levels that trainees are expected to attain as a result of training. It measures progress in capacity building, identifies where knowledge or capacity gaps persist, and clarifies the need for curricula to be further tailored to meet trainees’ needs.

RAMP UP-South regularly monitored skills gaps in each municipality using the competency matrix to ensure that targeted interventions were provided as needed. Municipal employees were assessed at the beginning of training activities and assigned a competency level for each training topic. At the completion of the course and two to three months afterward, employees were assessed again to determine their post-training competency. Assessment scores were based on the general criteria outlined in Table 9.

**Table 9. Competency Level Definitions**

Competency Level Definitions	
Level	Definition
0	Demonstrates no or insufficient awareness of the topic and how it applies to municipal job functions
1	Demonstrates general awareness of the topic and how it applies to municipal job functions
2	Demonstrates working knowledge of the topic and is able to apply it to municipal job functions
3	Demonstrates advanced expertise in the topic area; can fully apply it to municipal job functions; can transfer knowledge and skills in the topic area to others; can apply basic innovations in the topic area as it applies to municipal job functions

Data was entered at the end of the month and was used to track trainees’ evolving capacity in a number of RAMP UP-South subject areas relevant to the sustainable implementation of programs such as SWM and IFMS. The competency matrix allows

users to compare current competency levels against set targets, and establishes a mechanism to effectively and accurately communicate capacity building progress with mayors and other senior municipal officials.

In December 2013, RAMP UP-South measured the progress of IFMS trainees in all six municipalities utilizing the competency matrix. Municipal staff received on-the-job training in IFMS modules, with several employees completing more than one module. Each trainee was set a target competency level so as to measure training progress and ensure the sustainable transition of IFMS modules in each municipality. Of the 49 targets set for municipal staff, 33 were met with 11 municipal employees reaching competency level 2, meaning that these staff could apply what they had learned to their daily activities. A further 22 trainees met competency level 3. At this, the highest level, staff can be reasonably expected not only to independently operate relevant IFMS modules but to train and mentor other colleagues on the IFMS modules as well. The remaining 16 competency levels targets for IFMS were met by February 2014.

Of the 286 competency level targets set for municipal staff by RAMP UP-South in other areas such as administration, core management, outreach, solid waste management, and GIS training, only seven targets were not met and six targets were actually exceeded. The remaining 273 competency level targets were met through training provided by RAMP UP-South by the end of January 2014. The competency matrix has been an invaluable tool that can be used by target municipalities to continue to improve municipal service delivery and enhance public financial management.

## CHAPTER SEVEN. LESSONS LEARNED

To secure the substantial gains achieved by RAMP UP-South, it is important to reflect on the challenges faced and identify important lessons to inform future programs. This section presents key conclusions to guide follow-on programming in Afghanistan and similar governance and capacity building initiatives worldwide.

*Strengthening the municipal fixed revenue base.* In Afghanistan, many local governments — and smaller municipalities in particular — rely on highly unpredictable non-fixed revenue streams to finance their core functions. Due to their volatile nature, these revenues cannot be properly integrated into the planning process for annual budgets. RAMP UP-South’s experience demonstrated that it is critical to strengthen municipalities’ capacity to collect predictable and sustainable own-source financing. This will help to maintain consistent service delivery and ensure that public projects are initiated with



A land owner in Qalat prepares his *safayi* notebook for tax payment to the municipality.

adequate resources to complete them. Parcel registration and business licensing offer important opportunities to grow the municipal tax base and generate a fixed, long-term increase in revenue. While other non-fixed revenue sources will remain important components of local budgets, shifting the balance in favor of property (*safayi*) taxes and licensing fees can greatly increase the effectiveness of public spending by limiting budget instability. Going forward, proactive efforts to identify reliable revenue streams and enhance the efficiency of collection systems should remain a cornerstone of municipal capacity building programs. The extraordinary success of the IFMS rollout underscores the significant role that automation can play in strengthening revenue mechanisms and enhancing public financial management at the municipal level.

*Budget execution.* In addition to unpredictable revenue, a number of factors affect municipalities’ capacity to spend funds efficiently. These include delays in budget approvals, inadequate procurement and project management capacity, inefficient systems for budget preparation and execution, and a low threshold for municipal spending. Therefore, improving the ability of municipalities to swiftly, effectively and reliably execute their development budgets requires a sustained commitment to training and mentoring local staff in effective budget preparation and execution. Moreover, mayors currently require gubernatorial approval to spend more than 5,000 AFN of their development budget unless otherwise authorized; in RAMP UP-South’s experience, this greatly impeded municipalities’ ability to achieve their development priorities. Capacity building assistance should therefore be complemented by support for intra-governmental advocacy, enabling municipalities to better communicate with their provincial and national counterparts regarding their budgets and spending authorities.

*Municipal capacity building.* RAMP UP-South’s experience highlighted the importance of on-the-job training within the workplace rather than classroom-style general instruction for transferring essential skills to municipal staff. Moreover, training activities should be well sequenced and focused on utilizing essential administrative or technical tools in the job context, including both fundamental management techniques such as adherence to SOPs and specific systems such as IFMS. Learning from embedded advisors how to use systems such as IFMS and maintain facilities like the transitional waste accumulation site was critical in allowing for practical in-depth lessons focusing on actual daily job tasks that could be tailored as necessary to address individual competency gaps. By utilizing the competency matrix, RAMP UP-South was able to assess training needs and monitor progress through pre-and post-training tests, ensuring that municipal staff were well equipped to execute their professional responsibilities.

*Local ownership.* RAMP UP-South’s implementation demonstrated that Afghan ownership is essential to project success and sustainability. In March 2012, RAMP UP-South initiated a highly effective and well-regarded “Afghanization” strategy, placing senior Afghan staff in key leadership positions. Between the first and second years of the project, the number of expatriate staff was reduced by 80 percent. By the third year of the project, the ratio of local national to expatriate staff had risen to nearly 26:1. RAMP UP-South increasingly transitioned the most senior-level technical and team leadership positions to local national staff members to ensure the long-term sustainability of project achievements. Both flexible and decentralized, this approach progressively shifted the primary authority, accountability, and responsibility for project management to RAMP UP-South’s Afghan-led teams.

*Public-private engagement.* Recognizing the importance of leveraging private sector support, RAMP UP-South worked with four municipalities to strengthen municipal service provision and generate municipal revenue through the establishment of PPPs. Creating successful partnerships can entail significant challenges and requires a careful balance of the interests of the parties involved. RAMP UP-South’s experience demonstrated the need to continuously build the capacity of municipal staff to identify, implement, and manage PPPs. Technical assistance is necessary to assist local municipalities in developing appropriate partnerships that are capable of both generating revenue and achieving the desired development objectives. This requires soundly designed agreements that clearly delineate responsibilities and detailed plans that properly sequence project actions.

*Leveraging strategic partnerships.* RAMP UP-South worked closely with donors, implementing agencies, and multiple local partners operating at the municipal, provincial, and national levels. In-depth coordination was critical to align complementary efforts and maximize the impact of resources. At the start of a project, it is important to identify donors and other implementing partners that are undertaking similar technical work to more effectively address project objectives and avoid duplicating efforts. The text box on the next page provides additional details on the importance of donor coordination and partnerships to the project’s success.

## Highlights of RAMP UP-South Partnerships

Recognizing the importance of engaging a wide range of partners to develop local capacity and spur economic growth, RAMP UP-South forged valuable partnerships with other donors and USAID projects, local- and national-level Afghan government agencies, provincial reconstruction teams, and representatives of the private sector. Examples of the partnerships that made RAMP UP-South's successes possible include the following:

- RAMP UP-South engaged small businesses to support enhanced public service delivery, building the capacity of the private sector to serve as an effective municipal partner. Forming productive relationships with local firms facilitated rapid mobilization of technical activities in remote areas. During each partnership, RAMP UP-South staff in the grants, subcontracts and compliance department worked closely with local vendors to build their capacity to support project implementation and trained them on procedures to apply for USAID funding.
- RAMP UP-South staff members were fully embedded within all six target municipalities, with local national staff stationed in each municipal office. Securing municipal office space significantly enhanced the ability of RAMP UP-South staff to liaise directly with beneficiaries, stakeholders, clients, and implementing partners. This strategy increased access to mayors and other high-level municipal officials and effectively reduced operational costs, allowing those funds to be used for program implementation.
- Coordination with other actors working to effect change in Afghanistan is critical to maximizing the value of donor funds. During the second year of implementation, RAMP UP-South facilitated a memorandum of collaboration agreement between AusAID and USAID to augment the project's technical activities in Tirin Kot. AusAID contributed approximately \$2 million to project activities, with emphasis on SWM, wastewater treatment, and public latrines.
- RAMP UP-South collaborated with UN Habitat on the parcel registration program in Kandahar and Lashkar Gah. RAMP UP-South took the lead in registering survey data collected by those partners to ensure the municipalities properly recorded all parcels surveyed. More than 30,000 parcels were registered in the IFMS database. RAMP UP-South also collaborated with the three other RAMP UP programs and Afghanistan Subnational Governance Program in municipalities across the country, offering training on best practices for parcel registration and revenue generation and on IFMS implementation and operation.
- To liaise effectively with vital counterparts such as USAID and military and municipal officials, RAMP UP-South negotiated agreements with military commanders to embed expatriate staff with provincial reconstruction teams and in forward operating bases in Kandahar, Qalat, Tirin Kot, and Nili. This enabled key expatriate staff to resolve problems and address challenges in coordination with locally based USAID and military personnel. This approach also improved communication with local stakeholders and enhanced the ability of expatriate staff to provide timely programmatic guidance.

*Afghan systems.* Responsiveness to the local context is essential to ensuring full-scale adoption of new public financial management and service delivery systems. RAMP UP-South's IFMS and SWM system were developed by Afghan technical staff in close coordination with municipal counterparts, incorporating international best practices and carefully tailoring their design to suit the Afghan context. A robust program of on-the-job technical training helped ensure local staff had the knowledge and tools to manage the systems' automated processes and sophisticated procedures, which contribute to strengthening transparency and accountability at the municipal level.

*Citizen engagement.* RAMP UP-South’s experience underscored the vital importance of promoting strong citizen engagement in ways that reflect the specific local context. For example, the municipalities of Lashkar Gah, Nili, and Zaranj have stronger histories of female participation than the other target municipalities and consequently were the most receptive to programs designed to further engage women in community affairs. The more traditional communities of Kandahar, Qalat, and Tirin Kot required more sensitive and circumspect approaches. Another key lesson for expanding the community engagement of women, youth, and other vulnerable groups involves the critical link between economic opportunity and social empowerment. Efforts to expand meaningful participation by women and youth in the social and political life of the community are most effective when outreach is complemented by inclusive economic development. Expanding access to employment and income-generating activities is fundamental to broadening the participation of these groups in municipal decision-making.



**Businesswomen sell embroidered items at the women’s bazaar in Lashkar Gah.**



## SNAPSHOT

# Pioneering Women Pave the Way for Work at the Kandahar Municipality



Photo: RAMP UP-South

Female data entry clerks enter parcel registration data at city hall in Kandahar.

***“The Kandahar municipality has held many meetings with the provincial governor and relevant institutions to hire women employees in the municipality. We are actively trying to increase women’s engagement in municipal government.”***

**— Zumarai Sargand, spokesman for the Kandahar municipality**

Kandahar, the largest city in southern Afghanistan, has enormous potential to contribute to the country’s economic development. However restrictive cultural attitudes toward women and their involvement in the public sector hindered full utilization of nearly half of Kandahar City’s human resources — women who want to work. With numerous government agencies, NGOs, and civic entities in Kandahar, local leaders and pioneering women are working together to ensure that professional opportunities are open to all who want to contribute to the development of their city.

To facilitate an increase in women’s economic participation and help foster gender sensitive municipal governance, the USAID-funded Regional Afghan Municipalities Program for Urban Populations (RAMP UP)-South developed a data entry training program for Kandahari women to provide the computer skills needed to find work outside their homes. Following the training, three female participants were hired as data entry clerks — the first women to work in a technical capacity at the Kandahar municipality.

The female data entry clerks input data on previously unregistered parcels into the Integrated Financial Management System (IFMS) developed by RAMP UP-South. The system enables the municipality to track and record the parcel registration process and to levy a *safayi* tax on land owners. By entering parcel data into the computerized system, the data entry clerks directly assist the municipality in generating vital revenue which can be used for sustainable provision of municipal services.

The biggest challenge the women face is not navigating the IFMS software, but rather community backlash toward women working in the municipality. “I was stopped by an unknown man right in front of municipality who questioned why I am going there every day... . My closest family members don’t even know that I am working here,” reported one of clerks. Despite the risks, these brave women have opened the door for other women to pursue technical careers in local government. RAMP UP-South supported gender mainstreaming by helping the Kandahar municipality challenge long-established stereotypes to provide women with more training and employment opportunities that maximize the city’s human resources for economic growth.



## CHAPTER EIGHT. SUMMARY OF RESULTS

### RAMP UP-South Results and Indicators, June 2010 to March 2014

Indicators	Total Life-of-Project Targets	Total Life-of-Project Results	Percentage Achieved
<b>Impact Indicator:</b> Percentage increase in citizens' trust in, satisfaction with, buy-in for, and support to municipal service delivery	<b>20%</b>	<b>21.8%</b>	<b>109%</b>
<b>1. Percentage increase in Municipal Capacity Index</b>	<b>50%</b>	<b>57.6</b>	<b>115%</b>
1.1. Number of target municipalities receiving RAMP UP-South assistance to improve their performance	6	6	100%
1.2. Number of sustainable full-time jobs created through RAMP UP-South assistance	260	288	111%
1.3. Number of workdays provided as a direct result of RAMP UP-South activities	216,250	250,640	116%
1.4. Number of training curricula developed with RAMP UP-South assistance	52	59	113%
1.5. Number of individuals trained with RAMP UP-South assistance	806	971	120%
1.6. Number of public awareness events held by targeted municipalities with RAMP UP-South assistance	60	146	243%
1.6a. Number of public awareness events organized specifically for women	22	69	314%
<b>2. Percentage increase in number of citizens who have access to essential services</b>	<b>40%</b>	<b>60%</b>	<b>150%</b>
2.1. Number of PPPs established with RAMP UP-South support	4	4	100%
2.2. Number of municipal service delivery projects implemented with RAMP UP-South assistance	92	105	114%
2.3. Number of environmental compliance visits conducted to RAMP UP-South project sites	120	165	138%
<b>3. Percentage increase in <i>safayi</i> and business license revenue generated by target municipalities as a result of RAMP UP-South activities</b>	<b>20%</b>	<b>404%</b>	<b>2,020%</b>
3.1. Number of IFMS modules implemented in target municipalities	36	36	100%
3.2. Number of parcels registered with RAMP UP-South assistance	156,780	157,770	101%
3.3. Number of businesses licensed in the reporting period with U.S. government assistance	33,533	40,595	121%
3.4. Value of <i>safayi</i> and business license revenue generated by target municipalities as a result of RAMP UP-South activities	\$1,768,076	\$3,109,522	176%
3.5. Number of anti-corruption measures implemented with RAMP UP-South assistance	41	42	102%
3.6. Number of parcels surveyed with RAMP UP-South assistance in the reporting period	156,780	161,996	103%
3.7. Number of businesses surveyed in the reporting period with U.S. government assistance	33,533	41,848	125%



## ANNEX A. SUMMARY OF RESULTS BY MUNICIPALITY

RAMP UP-South tracked and measured changes in established project indicators over the life of the project. The table below includes data collected from the beginning of the RAMP UP-South contract in June 2010 through its conclusion in March 2014. The indicators were selected for their direct relevance to the project’s three technical components and crosscutting themes and were designed to be meaningful, necessary, and sufficient determinants of program success. They seek to accurately measure and monitor the effects of program activities in the immediate term (output indicators), medium term (outcome indicators), and long term (impact indicators). Progress toward these results contributes directly to RAMP UP-South’s overall project objective and USAID’s strategic objectives:

<b>RAMP UP-South Project Objective</b>
To create effective, responsive, democratic, transparent and accountable, municipal governance in the six provinces that comprise the International Security Assistance Force’s Regional Command-South
<b>U.S. Government Overarching Strategic Objective</b>
Promote a more capable, accountable and effective government in Afghanistan that serves the Afghan people and can eventually function with limited international support
<b>USAID Afghanistan Strategic Objective</b>
A democratic government with broad citizen participation
<b>USAID Afghanistan Intermediate Results</b>
Strengthened institutions for good governance

Note: Figures for Kandahar include data from activities in the district municipalities of Spin Boldak and Panjwayi.

Indicator	Life-of-Project Progress					Life-of-Project Progress by Municipality						Percentage of Target Reached
	Target	Result	Kandahar	Lashkar Gah	Nili	Qalat	Tirin Kot	Zaranj				
<b>Impact Indicator.</b> Percentage increase in citizens' trust in, satisfaction with, buy-in for, and support to municipal service delivery (measured every two years)	20%	21.8%	-9.7%	50.1%	-10.9%	39.6%	47.5%	14.3%				109%
<b>Outcome Indicator 1.</b> Percentage increase in Municipal Capacity Index (measured annually)	50%	57.6%	54.1%	52.9%	62.4%	57.6%	56.5%	62.4%				115%
1.1. Number of target municipalities receiving RAMP UP-South assistance to improve their performance	6	6	1	1	1	1	1	1				100%
1.2. Number of sustainable full-time jobs created through RAMP UP-South assistance	260	288	139	53	10	24	40	22				111%
1.3. Number of workdays provided as a direct result of RAMP UP-South activities	216,250	250,640	141,678	26,277	27,794	16,933	22,586	15,372				116%
1.4. Number of training curricula developed with RAMP UP-South assistance	52	59							59			113%
1.5. Number of individuals trained with RAMP UP-South assistance	806	971	289	202	95	141	85	159				120%
1.6. Number of public awareness events held by targeted municipalities with RAMP UP-South assistance	60	146	22	28	23	20	22	31				243%
1.6a. Number of public awareness events organized specifically for women	22	69	12	12	15	9	8	13				314%
<b>Outcome Indicator 2.</b> Percentage increase in citizens who have access to essential services (measured annually)	40%	60%	56%	73%	16%	90%	64%	62%				150%
2.1. Number of PPPs established with RAMP UP-South support	4	4	0	1	1	1	0	1				100%
2.2. Number of municipal service delivery projects implemented with RAMP UP-South assistance	92	105	17	18	14	13	20	23				114%
2.3. Number of environmental compliance visits conducted to RAMP UP-South project sites	120	165	35	32	29	21	30	18				142%

Indicator	Life-of-Project Progress by Municipality										Percentage of Target Reached
	Life-of-Project Progress					Life-of-Project Progress by Municipality					
	Target	Result	Kandahar	Lashkar Gah	Nili	Qalat	Tirin Kot	Zaranj			
<b>Outcome Indicator 3.</b> Percentage increase in <i>safayi</i> and business license revenue generated by target municipalities as a result of RAMP UP-South activities (measured annually)	20%	404%	302%	768%	870%	271%	710%	933%		2,020%	
3.1. Number of IFMS modules implemented in target municipalities	36	36	6	6	6	6	6	6		100%	
3.2. Number of parcels registered with RAMP UP-South assistance	156,780	157,770	89,551	29,820	3,748	5,700	2,832	26,119		101%	
3.3. Number of businesses licensed in the reporting period with U.S. government assistance	33,533	40,595	25,114	6,966	1,429	2,755	1,271	3,060		121%	
3.4. Value of <i>safayi</i> and business license revenue generated by target municipalities as a result of RAMP UP-South activities	\$1,768,076	\$3,109,522	\$1,933,057	\$827,245	\$35,005	\$27,313	\$82,859	\$204,043		176%	
3.5. Number of anti-corruption measures implemented with RAMP UP-South assistance	41	42	7	7	7	7	7	7		102%	
3.6. Number of parcels surveyed with RAMP UP-South assistance in the reporting period	156,780	161,996	89,552	31,962	3,748	5,700	3,934	27,100		103%	
3.7. Number of businesses surveyed in the reporting period with U.S. government assistance	33,533	41,848	25,469	6,960	1,429	3,262	1,271	3,457		125%	



## ANNEX B. FINANCIAL REPORT

	Total Spent to Date (January 31, 2014)	Spent to Date by CLIN			Remaining Forecast	Projections by CLIN			Total
		CLIN 1	CLIN 2	CLIN 3		CLIN 1	CLIN 2	CLIN 3	
		1. Salaries	\$12,440,934	\$3,880,502		\$4,463,735	\$4,096,697	\$949,849	
2. Fringe benefits	\$4,085,617	\$1,258,841	\$1,545,423	\$1,281,354	\$198,769	\$66,887	\$65,631	\$66,252	\$4,284,386
3. Overhead	\$9,066,749	\$2,816,217	\$3,316,499	\$2,934,032	\$395,239	\$136,337	\$124,360	\$134,541	\$9,461,988
4. Travel and transportation	\$1,467,404	\$505,481	\$558,213	\$403,710	\$28,305	\$9,306	\$10,998	\$8,001	\$1,495,708
5. Allowances	\$5,728,931	\$1,719,850	\$2,250,866	\$1,758,214	\$140,752	\$56,169	\$36,828	\$47,755	\$5,869,683
6. Other direct costs	\$8,961,598	\$3,036,398	\$3,289,942	\$2,635,258	\$508,917	\$166,837	\$199,121	\$142,959	\$9,470,515
7. Equipment, vehicles, and freight	\$1,516,602	\$424,245	\$540,361	\$551,995	\$42,000	\$13,860	\$16,380	\$11,760	\$1,558,602
8. Subcontractors	\$21,611,787	\$7,131,824	\$8,422,630	\$6,057,333	\$232,067	\$76,582	\$90,506	\$64,979	\$21,843,854
9. Program support direct funding	\$18,605,500	\$1,915,169	\$13,313,090	\$3,377,242	\$958,266	\$210,333	\$509,266	\$238,667	\$19,563,766
Subcontracts	\$9,927,694	\$992,453	\$8,018,940	\$916,301	\$751,599	\$182,000	\$432,599	\$137,000	\$10,679,294
Procurement	\$8,677,806	\$922,716	\$5,294,150	\$2,460,941	\$206,667	\$28,333	\$76,667	\$101,667	\$8,884,473
10. G&A	\$4,716,877	\$1,285,078	\$2,135,637	\$1,296,162	\$152,947	\$46,349	\$61,450	\$45,148	\$4,869,825
11. Fees	\$7,302,376	\$1,971,601	\$3,284,492	\$2,046,283	\$882,003	\$72,040	\$95,511	\$70,174	\$8,184,379
<b>Grand Total</b>	<b>\$95,590,637</b>	<b>\$25,980,718</b>	<b>\$43,154,264</b>	<b>\$26,455,654</b>	<b>\$5,455,764</b>	<b>\$1,157,576</b>	<b>\$1,556,436</b>	<b>\$1,130,824</b>	<b>\$101,046,401</b>

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