

## **CAPACITY DEVELOPMENT AMONG THE EMPLOYEES AND THEIR ROLE IN SERVICE DELIVERY: AN EMPIRICAL STUDY FROM AFGHANISTAN**

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### **Abstract**

*UNDP sees capacity development as the process through which individuals, organizations and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objectives over time. The governments all over the world recruiting employees to deliver development goals and welfare services. Generally, recruitment is considered a cornerstone of the personnel administration and training as the heart of the personnel system. But due to various reasons, the employees of the governments are unable to achieve the objectives of the national development agenda. Particularly developing nations were often criticized for their failure in delivering services. Ministry of Labour and Social Affairs of Afghanistan initiated to provide, an effective social safety net for disadvantaged groups, giving facilities for skills development, job opportunities and workforce well-being, transforming the ministry and its departments into a modern, efficient and capable institution. The key areas of labour and social affairs will be shared, thereby contributing to the reconstruction and socio-economic development of Afghanistan. This department is recruiting employees and providing training for capacity development for achieving national development and welfare agenda. This research will analyze whether the capacity building has a significant effect on employee performance. The study considered the aspect of capacity*

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*building that deals with the development of the individual and group of the employee in the ministry of labour and social affairs of Afghanistan with Using the questionnaires, collected the facts and analyze them, however, it also suggest the measures to develop the capacity development among the employees.*

**Keywords:** *Capacity Building, Recruitment, Training, Development Agenda, Human Resources.*

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## **1. Introduction**

Capacity development has evolved as a new approach to the development process in recent years. In general, it focuses on the way through which any institution adopt and sustain the transformative changes taking place in society. It is not restricted to the institutional development only, simultaneously it focuses on the development of human resource and organisation as well. As defined in the United Nations Development Programme, capacity development is a process through which individual, organization and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objectives over the time . Nowadays irrespective of the type of organisation, capacity development has become universal to all, as the non-government organisation to public and profit-making organisations are also focusing on adopting capacity development.

At present; the scenario, has changed and that is why the need for capacity development has become so much of importance. Day by day technology is growing, functions of the organisation are changing due to constant change in the social, political and technological environment. It facilitates in enhancing the ability of an organisation and making work-force more resourceful, strengthens and reliable.

For government organisations, it is of utmost importance than any other kind of organisation, as government's work is inclined towards delivering

public services and if the organisation and human resource working in a system is more capable than only it contributes positively in satisfying the need of people. The functions of government have also extended, it has more weight on shoulders than earlier due to the extensive change in the social, political, environmental and technological dynamics. Technology has severely impacted the system, as the government is now focusing towards providing e-services to the people that raise the concern about adaptability and know-how of technology at the side of government official also.

Here, we have taken up the study of Ministry of Labour and Social Affairs of Afghanistan government to get acquainted with the existing system of recruitment and training of ministry and measure the satisfaction of employees towards the same. It also helps in understanding the role played by capacity building programmes in the efficient delivery of public services. This study will help inconsiderate the significance of capacity building programme in the present world and especially to the government employees of Afghanistan.

## **2. Literature Review**

Deborah Eade (1997), focused on the capacity development approach from different sights and presented the view that how investing in people, organisation and network is beneficial and the ways through which we can build up capacity building even at the time of the crisis as well, and the positive impact of it on a system.

Achieving good governance in developing countries requires those countries to be accountable to their people and that, in turn, requires them to have the systematic capacity to deliver services, maintain law and order, and raise and manage all resources effectively. The Commission for Africa (CFA, 2005).

Alex Nunn (2007), has carried out a study in England and found that the Capacity Building Programme for local government in England has

employed a variety of different mechanisms to support local authority improvement and suggested that direct support from the central government has been better able to drive organisational improvement than the National Programmes. Organisational learning and knowledge sharing at the local level would lead to enhance capacity of the organisation and different sectors of it.

Kempe Ronald Hope (2009), discussed the basics of capacity development especially with the context of good governance. Through an empirical study, he observed that developing countries should try to establish a capacity development facility through which their capacity development initiatives will be implemented. Such a facility should be established as a semi-autonomous entity. Such semi-autonomous entities—unlike government agencies and specialized training institutions—have demonstrated higher degrees of institutional ownership, better governance, professionalism, performance and output utility, and better prospects of sustainability.

Capacity Development: A UNDP Primer(2009), provides an in-depth understanding of the capacity development approach and put across a view that capacity development is about transformation which empowers individuals, leaders, organizations and societies. It focuses in on smart institutions, visionary leadership, access to knowledge and public accountability mechanisms as the drivers of capacity change by discussing policies from across regions, synthesizing country-led experiences and institutional lessons with global research.

Samuel O.(2009), through an empirical study in Kenya, suggested a systematic framework which permits examination of the strengths and weaknesses of capacity development programs and sharing of experiences is much desired to satisfy accountability needs and meet the need for learning as the basis for improvement. No longer is it feasible to launch programs, declare them a success, and then leave without concrete proof of the achievement of objectives and strong country ownership.

### **3. Institutional Framework**

Afghanistan is a developing country. It is having a centralised three-tier government system. It has central, state and local government. The country is divided into 34 provinces. It follows the position classification system. It has a number of ministries at the central level which looks after the different portfolios and each of the ministries has its own Directorate of HR. These ministries headed by ministers and followed by deputy ministries whereas at the province level different ministries have their directorate office including Department of HR. They have one commission known as Independence Administration Reform and Civil Service Commission that look after the recruitment and training of civil servants as prescribed in the civil service law. As per the requirement of ministries, this commission will conduct an examination and provide training to the civil servants. In each province sub-centres of Independence Administration Reform and Civil Service Commission is in existence which looks after the recruitment and training of local-level staff.

Directorate of HR at central level and province level look after recruitment, appointment, compensation, retirement benefits, etc. It also look after training requirement among employees but doesn't provide, just recommends it to the commission. Even, the system of the private donor is in existence; where government approach; private donors to provide training to the employees for their capacity development without any financial aid, while in some cases private partners come up with an offer to provide training to the employees. This ministry basically points towards socio-economic development of Afghanistan at par with the institutional framework.

Ministry of Labour and Social Affair is one of the key ministries of Islamic republic government of Afghanistan which aims towards providing an effective social safety net to underprivileged people of society and work for skills development, job opportunities and well-being of them by transforming the ministry and its departments into a modern, efficient and

capable institution to reach to a larger segment of the society. Currently, it has three departments, central department, second units and thirty-three provincial departments which is led by one minister and three deputy ministers and several directorates and department. It has 6560 employees who are accountable for providing social services and services to children and vulnerable groups of society.

#### **4. Human Resource Model:**

##### **4.1. Recruitment System of the Ministry of Labour and Social Affair:**

Human Resource is the most important part of the organisation. They are considered as the knowledge reservoir of organisation. The first and foremost step for the organisation is to incorporate human resource in a system to work lucratively and that starts with the process of recruitment. Recruitment is the cornerstone of personnel administration. Recruitment is a very significant process as capacity building starts from this level only since for capacity development the pre-requirement is a capable workforce.

As mentioned in the constitution of Afghanistan any person holding Afghan citizenship can be admitted to the government on the basis of merit, competence, and with due regard for justice, without any discrimination on the part of race or religion. The major recruitment conditions for the recruitment of civil servants include be a citizen of Afghanistan, age is not less than eighteen years and not more than sixty-four year, have a health certificate from the competent authority of the Ministry of Public Health, have a bachelor's or higher degree from a formal educational institution domestically or abroad and has not been convicted of the crime. This recruitment procedure implies to the eight different grade-wise positions in which first grade is the highest civil servant position, second grade includes third, fourth, fifth and sixth position while third grade consists of seven and eight positions in system. The recruitment is done through the Independent Administrative Reform and Civil Service Commission, ministries and other

government agencies by conducting the written and oral examination. Earlier all the examinations were used to conduct by the ministry on its own but now with new reform the fifth and sixth position exam conduct through the e-recruitment which is led to accreditation of Independent Administrative Reform and Civil Service Commission, whereas still today the examination for the superior posts i.e. grade I and grade II position is conducted by the respective ministry only.

#### **4.2. The Training System of the Ministry of Labour and Social Affair:**

Good workforce is the basic and foremost necessity for effective and efficient service delivery which can be achieved only through training. It is the second step comes after the recruitment in general as after appointing an employee, the organisation needs to work on developing the capacities of that employee otherwise he/she cannot give their best to the organisation. Therefore, it's important to give training and orient them with the workings of a system.

But, in Afghanistan that is not in practice. Their training system is bit different. Islamic Republic of Afghanistan believes in providing training, after a certain period of appointment. According to their training structure, first the employee needs to be observed by the Human Resource Department in terms of his work to identify the point where he lacks efficiency and needs further knowledge to accomplish it adequately. Thus, the first step is the identification of need by Human Resource department for the purpose of training. Later on, the need identified by the HR department is evaluated by the other committee officials and then, at last, the Independent Administrative Reform Civil Service Commission organise required training programme looking at the necessity. The same procedure is followed at the province and local level where the HR department looks after the need for training among employees and sub-centre of the Independent Administrative Reform Civil Service Commission provides it.

**4.3. Capacity Building Programmes in the Ministry of Labour and Social Affair :**

Capacity building programme is of equal importance as recruitment and training for any organisation. Capacity building programme aims towards developing more competencies in human resource and making the organisation more advanced with the requirement of the changing time. This kind of programmes helps them in performing their duty well which ultimately brings a positive change in the system and improves the standard of delivery. Capacity building is not limited to the training only, it can also be in a form of reform through which an organization can improve the performance of the workforce. Capacity building is about enhancing the workforce by various means such as launching training, workshops, courses, seminars and daily collaborations and identifying the strengths and weaknesses of employees to enhance it.

To Improve the Capacity and Professionalism of Government Employees of Islamic Republic of Afghanistan, Article 76 of the Labour Code states that the department shall, in order to promote the professional development, provide professional and vocational skills to the youth in particular, by conducting in-service training programs individually and in groups in a form of short courses and other kinds of training.

Based on article 76 of the labour code, the Ministry of Labour and Social Affair has prepared an outline through which they train the civil service staff.

**The purpose of the procedure:**

1. Focusing on the quality of education and continuing to meet the needs of the office
2. Providing high quality and standardized educational services in line with the Ministry's requirements.
3. Establishment and development of facilities for the advancement of scientific research
4. Improving the capacity of the academic and administrative staff



5. Introducing staff to the training program
6. Introducing employees to an external scholarship for capacity building

Government has also introduced budgetary provisions for the capacity development programmes and each year all the ministries as per the norms allots some portion of the budget for the same. But sometimes, lack of proper training module, improper planning and coordination, casual monitoring for capacity building programmes in a high level of the ministry itself leads to challenges in delivering the services and achieving the organization goals.

#### **5. Objectives of the Study:**

- To assesses the role of ministry in organizing the capacity development programmes for its employees.
- To understand the procedure followed by the ministry in recruitment and training of its employees.
- To quantify the level of satisfaction of employees regarding their recruitment, training and other capacity building activities by the ministry.

#### **6. Methodology:**

The study has relied upon primary data. Primary data were collected randomly from 50 employees working in the Ministry of Labour and Social Affairs of the Islamic Republic of Afghanistan using the google form. There were a total of 17 questions among them 9 questions were directly related to their work settings. The satisfaction ratings were given as much more, more, medium, less, very less which were coded as 5,4,3,2 and 1 respectively for numerical analysis. Simple percentage analysis was used to interpret the data.

#### **7. Data Analysis and Discussion:**

##### **7.1 Age, Marital status and Gender:**

The classification of the employees as per their age, gender and marital status are exhibited in the Table-1. Out of 50 samples, the majority employees belong to 21-30 followed by 32.6 percent are in the 30-40 age group. It could be clear that the new generation is more interested in working in the government system. As far as the marital status is concerned, it is revealed that among the 50 samples, 74.5 percent workers are married while 25.5 percent are single. The majority of the employees responded are male, only 13.6 percent female has responded.

**Table 1: Classification of the respondents by age, marital status and gender**

Age Group	%	Gender	%	Marital status	%
21-30	54.69	Male	86.3	Married	74.5
31-40	32.6	Female	13.7	Unmarried	25.5
41-50	10				
51-60	2.71				

(Source: Primary Data)

## 7.2 Qualification

Education is an important factor that is able to determine the capacity of employees, whether they are competent enough to work in a system in accordance with their position. Table 2 shows the education qualification of the employees. About 25.5 percent of the employees having masters degree, 64.7 percents have bachelors degree whereas 5.9 percent is 12th pass and 3.9 percent of employees are 14th pass. The majority of the workers are graduated. Lack of specialised knowledge at some positions sometimes leads to the problem in accomplishing the work accurately.

**Table 2: Educational Status of the respondents**

Education	Percentage
12 <sup>th</sup> pass	5.9
14 <sup>th</sup> pass	3.9
Bachelor degree	64.7

Masters degree	25.5
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(Source: Primary Data)

### 7.3 Position

Out of 50 respondents, majority of them belongs to grade III while only 5.9 percent were from grade I. Table-3 represents the categorisation of the respondents on the basis of their position. Majority of the respondents are from grade III, IV and V position which are considered as middle-level staff. These employees are directly in touch with the people as service providers hence play a key role in a system.

**Table 3: categorization of respondents on the basis of the position**

Position	Percentage
Grade I	5.9
Grade II	11.8
Grade III	35.3
Grade IV	26.5
Grade V	20.5

(Source: Primary Data)

### 7.4 Work Experience:

Work-experience plays an important role in performing the duty. Employees working in a particular system for a certain period of time has a positive impact on organisational outcome as their level of competencies is much higher in comparison of new recruits. Table-4 shows that majority of the respondents have minimum experience of 6-10 years while only 5.9 percent have experience of more than 15 years in a government system.

**Table 4. Work experience of the respondents**

Work experience	Percentage
1-5	25.5
6-10	45.1
11-15	23.5
16-20	5.9

(Source: Primary Data)

## 7.5 Income

Income plays a major part as an extrinsic motivator. It induces employees to work hard in return of the monetary benefits given by the organisation. They have given their salary on the basis of the position and work responsibility. Table-5 exhibits the income of the employees. Almost 35.3 percent respondents get a salary between 30,000-40,000 while 19.7 percent employees get a salary of less than 10,000 afghani. Only 9.8 percent of the employees' income is above 50000 afghani.

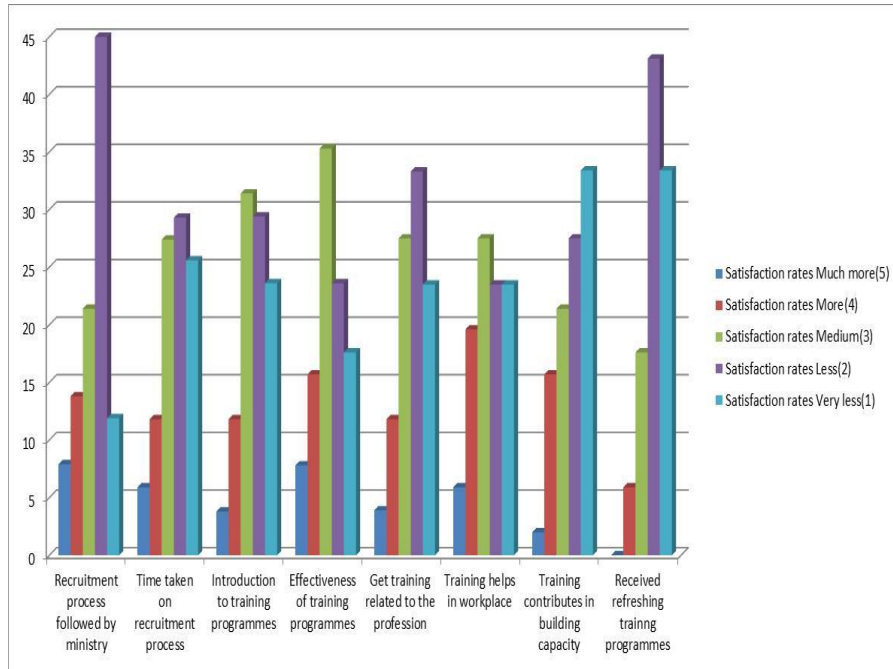
**Table 5: Classification of respondents on the basis of monthly income**

Income	Percentage
>10,000	19.7
10000-20000	17.6
20000-30000	17.6
30000-40000	35.3
< 50000 rupees	9.8

*(Source: Primary Data)*

## 7.6 Satisfaction about Recruitment and Training System of Labour and Social Affair Ministry:

The bar chart represents the satisfaction of recruitment and training system among the employees of the Ministry of Labour and Social Welfare of the Islamic Republic of Afghanistan. It is shown in the chart that the majority of the employees are less satisfied with the time taken in the recruitment process while only 5.9% are much more satisfied with the recruitment process. This factor proves that the government has not enough amount of resources which leads to delay in the recruitment process.



(Source: Primary Data)

In the same bar chart, it is observed that 23.6 percent employees have not introduced to any kind of training programme till now, 31.4 percent is medium satisfied with the training they have received. But, among them, 35.3 percent not found it effective. About 15.7 percent employees at some point are satisfied and found the training related to their profession while rest 27.5 percent of the employees are somewhere in between and 56.8 percent not discovered training related to their profession respectively. Only 5.9 percent employees felt that the training programme has actually helped them at the workplace while 23.5 percent employees not felt the same and responded negatively. One of the objectives of ministry is of capacity development since, majority 33% of the employees not found the training programme at par with the professional development learning and except 2 percent employees, no one is fully satisfied. Subsequently, none of the employees has ever attended a refreshing training programme pertaining to their work whereas only 5.9 percent employees have attended some kind of refreshing training programme related to their work. Around 70-75 percent employees are least satisfied with the refreshing programmes they have

received and found it irrelevant with respect to their work. Moreover, the fact is that 70.6 employees considerate that their work is related to the objective of their ministry.

## **8. Findings**

As analysed above, it seems that majority of the respondents are male and between the age-group of 21-30, they are in the early stage of career and have more potential compare to others but be short of experience and needs expert knowledge in different forms to make better use of their capabilities. Most of the employees lack specialisation and for certain positions, specialisation is must as discussed with some of the employees. Only 5.9 percent employees have experience of more than 15 years in a system as government follows the position classification system, the permanent tenure system is not in existence. Sometimes lack of expertise and seniority became hurdle in policymaking. 35.3 percent employees salary is between 30000-4000 and which is not at par with their work responsibility which made them to sit more even after office hours to get extra remuneration at some instance without doing any productive work.

It is clear that employees are not satisfied with the recruitment and training system. Majority of the employees understand that their work is aligned with the objectives of the ministry but not satisfied with the way training has given to them. Almost half of the employees have not introduced to any kind of programme and found it less effective, relevant and professional too, which evolve the need of developing proper orientation and in-service training modules to keep the staff updated. There is the Human Resource Department at each level of the government but their functions are also limited especially in terms of enhancing the capacity level of the employees. Looking at the data, it seems that ministry is not working as stated in their objective and prepared outline of the capacity building procedure. In short, the ministry needs to introduce the better capacity development programmes especially some sort of training programmes on a timely basis to execute their functions in an accurate manner and develop know-how of

the changing environment and make advancement in their learnings. Some of the suggestions to improve the capacity building among the employees of Ministry of Labour and Social Affair are given in the next section.

## **9. Suggestions**

- **Knowledge Management Portals:**

Creation of Knowledge management portals at the central and province-level where technological is in existence can help employees in sharing their implicit and tac-it both kind of knowledge as well as employees working in a different capacity at central and province-level can interact with each other and the best practices and ideas will be generated through this single platform system. Senior officers also share their personal experiences with juniors and newly recruited officials through this platform to make them more responsive.

- **Orientation Training:**

Orientation training is very important in terms of introducing employees to the actual working system of a particular ministry. This training will help employees in getting familiar with the organisation and its working pattern. It will help them in making best for the organisation out of their own capacities and in developing the capacity standards of an employee at par with the administration as well.

- **Utilisation of Extra Time:**

Employees get extra remuneration for staying beyond the office hours which ultimately motivates them to sit for more hours, so that time can be utilised in providing some kind of training or short-courses.

- **Adaptation of E-Technology:**

Today, the scenario is changing, technological advancement is becoming common to all irrespective of the private and public organisation. The government needs to adopt technology at all the levels of the government which makes the service delivery more ease. E-governance has opened up a new way of dealing with day to day work and saves the time of citizens. Adaptation of technology also helps in engaging employees by introducing e-learning courses and do value-addition in their knowledge.

- **Make Human Resource Department more effective and efficient:**

In general human resource management's work is to look after the human resource of the organisation and to develop the skills of the staff to enable them to perform their assigned tasks in the best way they can. But, looking at the findings, it is apparent that HR is not identifying the training need of employees in a proper manner as well as one institution is not sufficient to provide training to all the employees of a ministry. To fulfil this gap, it is required to make the human resource department much more effective and efficient by giving some of the obligatory functions such as taking steps towards developing the capacity of the employees at their respective office and make most out of the budget allotted to the ministry for capacity development.

- **Right Person for Right Job:**

The one transformative change can be brought into a system by government is choosing the right person for the right job. The recruitment is done as mentioned in the civil service law but which sometimes leads to bring lack of specialised in the system as in some cases subject specialisation is often neglected. The government needs to specify the education requirement with respect to the position.



## **10. Conclusion**

Good governance is a prerequisite for delivering the services in a better way and to bring the development while capacity development is a critical input for achieving the same. In pursuing capacity development for improving governance, developing countries must also ensure that such initiatives are comprehensively designed to be simultaneously related to change and transformation at the individual, institutional, and societal levels as institutional capacity development alone is not enough to bring change. It is required to develop human capacity along with self-sufficient institutions and organisational environment as workforce is a heart of organisation and without them services cannot be delivered. Here, through this empirical study, it should be recognised that organisation need to introduce a different kind of programmes through which employees individual capacity align with the institutional capacity develop. Without a competent human resource, development cannot be achieved. Ministry of Labour and Social Affairs is working for the socio-economic development in society and that is where the human resource capacity emerges as an important means for the development of the nation. There is a scope to conduct an in-depth study in future to know the need of capacity building programmes among the employees working with different ministries in different capacities.

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