

## Summary of the Evaluation

<b>I. Outline of the Project</b>		
Country:	Afghanistan	Project Title: The Project on Support for Expansion and Improvement of Literacy Education in Afghanistan
Sector:	Basic Education	Cooperation Scheme: Technical Cooperation Project
Division in Charge:	Basic Education Team I, Group I (Basic Education), Human Development Department	Total cost (as of the time of evaluation): 324.777 million Japanese yen
		Implementing organization in Afghanistan: Literacy Department (the LD), Ministry of Education, Afghanistan (the MOE)
Cooperation Period	(R/D) June 1, 2005	Organization in Japan: JICA
	Two years and four months (March 1, 2006 - July 31, 2008)	Related Cooperation: Strengthening of Non-Formal Education (NFE) Project in Afghanistan (March 25, 2004 - March 31, 2007)
<p><b>1-1 Background of the Project</b></p> <p>During the long civil wars which caused disruption to education at all levels in Afghanistan, many of the people there have lost chances of receiving education. It is said that this fact left the estimation of 11million illiterate population. It is an urgent issue to promote the literacy education for those who could not receive educational opportunities to solve their own problems, to improve their life, which eventually leads to the establishment of peace, the construction of democratic nation and the development of its economy and society.</p> <p>Under such a situation, the Ministry of Education (MoE) sees the promotion of literacy education as one of the important sectors in the educational policy and the Literacy Department (LD) mainly operates activities of literacy education. In addition, international and local NGOs also provide not only literacy class to adults but also various classes integrated into the local and individual needs.</p> <p>The LD does not grasp, however, the achievement of provincial LD's activities or the situation of NGO's implementation of literacy classes well and the capability of planning, implementation and management is still not enough to promote literacy education effectively. Furthermore, as the needs of literacy education is large and diverse, flexible literacy programs are required.</p> <p>With such a condition, it is desirable to promote literacy education nation-wide including various activities with collaboration of NGOs rather than to implement literacy classes only under the LD.</p> <p>With the request by the government of Afghanistan for Japan to support the administrative capacity of</p>		

LD as a center of promotion of literacy education as well as response huge needs of literacy education, the Project on Support for Expansion and Improvement of Literacy Education in Afghanistan starts in March 2006 for 2 years and 4 months.

#### 1-2 Project Overview

##### (1) Overall Goal

The literacy rate in the project provinces have increased.

##### (2) Project Purpose

The provision and the quality of literacy education are enhanced in the project provinces through the improvement of the overall management capacity of the Literacy Department (LD).

##### (3) Outputs

1) Capacity of the LD is improved in planning and management of literacy classes in the project provinces in the following aspects: Data management, Teaching material management, and Capacity Improvement of Supervisors

2) Provision of literacy classes in the project provinces is expanded

##### (4) Inputs (As of the time of evaluation, including some fixed plans)

Japanese side:

Short-term experts

6 people Total 49 M/M

Accepted trainees

6 people Total 3 M/M

Operation cost

75.197 million yen

(Training in a third country)

Afghan Side:

C/P staff

41 (Including Working Group members)

Local cost

Provision of Project office

## II. Evaluation Team

Members of the evaluation team	Leader:	Group Director, Basic Education Human Development Dep., JICA
	Mr. Katsuhiko Kamiya	
	Education Planning:	Senior Advisor, Institute for International Cooperation, JICA
	Ms. Tomoko Masuda	
Cooperation Planning:	Program Officer, Basic Education Team I, Basic Education Group, Human Development Dep., JICA	
Ms. Yumi Tokuda		
Evaluation Analysis:	Save the Children Japan	
Ms. Rie Koarai		

Evaluation Period	January 18, 2008 - February 8, 2008	Evaluation type: Final evaluation
<p><b>III. Overview of Evaluation Results</b></p> <p>1. Achievements of the Project</p> <p>(1) Outputs</p> <p>1) Capacity of the LD is improved in planning and management of literacy classes in the project provinces in the following aspects: Data management, Teaching material management, and Capacity Improvement of Supervisors</p> <p>Regarding the three functions of data management, management of teaching materials, and capacity improvement of supervisors, the following outputs were observed through the activities of the Working Group (WG).</p> <p>i) Data management</p> <p>[Outcome]</p> <p>By the development of 4 types of data collection forms and the implementation of training, the clarification of existing data collection processes and high-quality data collection have become possible. So far, data collection of 4,356 courses has been completed.</p> <p>[Challenging issue]</p> <p>The training on data input and analysis has been implemented already, but full monitoring of data input, analysis, reporting, and the ability to use data for planning will be necessary by the end of the Project.</p> <p>ii) Teaching material management</p> <p>[Outcome]</p> <p>Three forms of the distribution and management of teaching materials have been developed. After the training on the forms, the process of distributing teaching materials including the new literacy primer (LAND Afghan), to the levels of province, district, class, and facilitator/learner, improved.</p> <p>[Challenging issue]</p> <p>The budget for printing and distributing teaching materials in the future is insufficient, and there is no prospect of any budget increase at present. Further dialogues for securing the budget are needed.</p> <p>iii) Capacity improvement of Supervisor</p> <p>[Outcome]</p> <p>Examples have been observed, where supervisors' methods of instructing facilitators have improved, since the supervisors came to understand their roles (monitoring of literacy classes, appropriate instructions to facilitators, etc.) through training programs and reading the supervisor's manual, which WG members developed,</p> <p>[Challenging issue]</p> <p>There is room for further improvement in the abilities necessary to improve the manual and training. In addition, full monitoring on the performance of supervisors needs to be continued in the future.</p> <p>2) Provision of literacy classes in the project provinces is expanded</p> <p>[Outcome]</p>		

In cooperation with NGOs, literacy education was provided to 10,239 people (378 classes). Through the training sessions implemented by NGOs for the facilitators of the LD, the Project contributed to enhancing the capability of the LD.

[Challenging issue]

Regarding the regions for NGO activities, the selection criteria included the regions where it is difficult for the LD to open literacy classes under its direct management. Some examples, however, were observed where there was not enough coordination between the provincial LD and the NGO.

(2) Project Purpose (The provision and the quality of literacy education are enhanced in the project provinces through the improvement of the overall management capacity of the Literacy Department (LD).)

1) Quantitative improvement in literacy education

[Outcome]

Through the cooperation with NGOs, the opportunity to attend literacy classes was provided to 10,239 people (target number was 10,000) in regions where it is difficult for the LD to open literacy classes under its direct management.

2) Qualitative improvement in literacy education

[Outcome]

It is considered that the Project was able to contribute, to some extent, to the improvement of the quality of literacy education, through the provision of a new literacy primer and the enhancement of the LD's capability, such as the improvement of the supervisors' ability of instructions to facilitators.

[Challenging issue]

The Project's implementation period was too short and it did not receive enough inputs to achieve an improvement in the quality of literacy education. In addition, more thorough guidance by supervisors and support for facilitators are necessary.

(3) Overall Goal (The literacy rate in the project provinces has increased )

[Outcome and challenging issue]

As stated above, literacy education opportunities were provided to 10,239 people through the Project. Even so, in view of the enormous need for literacy in the target areas and the whole area of Afghanistan, the target achievements of the Project did not contribute enough to literacy rate improvement. In addition, to increase the literacy rate, the establishment of an environment for continuous learning needs to be considered.

## 2. Evaluation by Five Criteria

(1) Relevance: High

- The importance of literacy and non-formal education has been addressed in the subsequent policy documents of both the Afghan government and the Japanese government.
- With the estimation of 8 million of adults who did not receive basic education in Afghanistan, the need for improving capacity of the LD and increasing access to literacy education has been enormous

and the Project approach to tackle both the challenges is of high relevance.

(2) Effectiveness: High

- The expansion of the provision of literacy education will likely be achieved by the end of the Project period, reaching at the target population 10,000.
- The capacity of LD in the administration of literacy education, concerning management of data and teaching materials as well as strengthening of supervisors' abilities, has improved. There is, however, room for further improvement.
- Some positive practices have been found at the field level. Yet, it cannot be said that these outputs have achieved the quality of literacy education delivered in each literacy class enough, which requires more direct inputs from longer-term perspectives. Considering the fact that the Project purpose set is too ambitious for its inputs and period, it can be evaluated as high.

(3) Efficiency: Moderate

- The quality and timing of the training provided were relatively satisfactory for WG members of LD, professional staff members and supervisors.
- To improve capacity of the LD as well as to increase the provision of literacy education, inputs such as human resources were not sufficient enough and the Project period was too short.
- Delays of printing post literacy books hindered the efficient and timely distribution of teaching and learning materials.

(4) Impact: High

- The positive impact observed is that the LD has come to be aware of the importance of the integration of literacy education and life skills through the association with the implementing NGOs.
- There is a possibility that various forms and the supervisors' manual developed in the Project will be utilized in other donors' project in near future.

(5) Sustainability: Low

- The promotion of literacy and non-formal education in Afghanistan is one of the priority issues of the National Education Strategic Plan (NESP) for Afghanistan approved in 2007 and corresponds with its policy and it is likely to be kept prioritized as it is now.
- On the other hand, while the policy of LD is not clear and its structural reform is also expected, the technical, systematic and financial capabilities are not yet ensured. Therefore, it is still insufficient to effectively continue the activities carried-out in this Project. It is necessary for the LD to develop action plans and integrate these activities into their annual plans, so that the effective system can be in place including appropriate financial and human resources.

### 3. Factors Contributing in the Production of Effect

(1) Factors Concerning the Planning

- Some examples of a cooperation system between the LD and NGOs were demonstrated and the importance of the NGO's role was recognised by the LD to some extent, although the synergetic effect of both approaches of the LD's capacity improvement and expansion of literacy education based on the NGO's cooperation was not particularly large.

## (2) Factors Concerning the Implementation Process

- Placing the Project office in the LD and cooperating with the LD enabled smooth communication between Japanese experts and C/P of the LD.
- The style of technical cooperation that respected Afghan ownership was highly appreciated by the Afghan side.

## 4. Problems and Factors that Raised Problems

### (1) Planning

- The quantity and contents of input were not appropriate for achieving the part of the Project Purpose regarding improving the quality of literacy education. In addition, the Project period of two years and four months was too short to allow a contribution to the improvement of quality. The Project results of the LD's capability improvement and expansion of literacy classes have not necessarily lead to an improvement in the quality of education, and the Project Purpose set at the beginning was too high.

### (2) Implementation Process

- The deterioration of the security situation limited the regions where the Project could be implemented and those where Japanese experts were available to conduct monitoring.
- Appropriate qualitative and quantitative indicators were not set in PDM over one and a half years after the commencement of the Project, which was because the mutual understanding of indicators in the PDM among the Project members and staff members of the LD, and PDM was not used for appropriate monitoring of the improvement in the LD's capability or that of the quality of literacy education.
- The three WGs and Japanese experts in charge were concentrating solely on their own activities, and coordination and management among WGs and for the entire Project were not sufficient.

## 5. Conclusion

- The capacity of the LD in the administration of literacy education, concerning management of data and teaching materials as well as strengthening supervisors' abilities has improved.
- Through the cooperation with NGOs where literacy classes were provided, the Project contributed the expansion of literacy education.
- There are several stages between capacity improvement of the LD and quality improvement of literacy education at a field level. Therefore it was too short to contribute to the improvement of literacy education through capacity improvement of the LD in the period of the Project. The Project Purpose was also set too high in the beginning.
- Other approaches or activities could have been added and used to achieve the both purposes of capacity improvement of the LD and the quality improvement of literacy education itself.
- This Project will be finished as it plans. To improve the quality of literacy education, however, a longer term and direct assistance is needed. It is suggested to consider a succeeding project utilizing

and spreading of the outcomes of the Project.

#### IV. Recommendations and Lessons Learned

##### 1. Lessons Learned

<Purpose and approach of the Project>

(1) The original PDM aimed to improve the quality of literacy education (purpose) through the improvement in capability of the LD (Project Outputs), but it was difficult to achieve both aims during the Project period of only two years and four months under an insufficient education system in a post conflict country. The setting of the Project Outputs and Purpose in the first place is considered to be too ambitious in comparison with the Project Inputs (period and human resources). Project Outputs and Project Purposes need to be feasible and tangible, so that the people of both Afghanistan and Japan who implement the Project can conduct the activities with a clearer vision.

(2) Regarding the Project Output that was the capability improvement of the LD, the number of fields was limited to three due to considerations of the size of the Project input, and the focus was on the improvement of administrative capability at the central government level. For this reason, the Project could not sufficiently become involved in the distribution and establishment of the developed materials and mechanism at a field level. In addition, under the current conditions where the administration is not working sufficiently and where there is a large disparity among regions, top-down type administration on literacy is limited, and the LD's improvement in capability does not necessarily lead to the improvement of literacy education in classes. Bearing capability improvement in mind, while looking to the medium- and long-term, it can be seen that activities that directly contribute to the improvement of quality in classes are necessary, although there can be limitation of activities under the security condition.

(3) The linkage between component 1 (the LD's capability improvement) and component 2 (development of literacy classes by subcontracting it to NGOs) was not fully expected from the beginning, and it was a design that caused some difficulty in mutually utilizing the lessons that were learned respectively. It might have been possible to take the approach of setting a vision of the LD, bearing in mind the cooperation with NGOs from the very beginning, and trying to improve the capability towards that status. More prudent examination was necessary at the time of forming and implementing the Project.

(4) The fact that the Project team had an office in the LD and worked with the C/P every day helped to promote the communication between Japanese experts and the C/P. It was effective for building the relationship of mutual trust and the Afghan ownership. It was highly evaluated to have a good relationship among them especially under the circumstance where other donors did not establish an office at the site.

<Direction and possibility of literacy education>

(5) Although the LD and NGOs were in a complementary relationship in the development of literacy classes, the LD did not have a clear vision of cooperation with NGOs, and there was insufficient cooperation between both sides. With this Project, the way of collaboration with how the LD has become clear through the development of literacy classes subcontracted to NGOs, and the LD's awareness of NGOs has increased. However, the direction for developing literacy education in cooperation with external resources, including NGOs, has not yet been found. More active discussions based on the experiences gained by this Project are expected to be carried-out in the future.

(6) The Project coordinated with other JICA-assisted project of tuberculosis (T.B.) prevention and treatment though the literacy classes subcontracted to NGOs. Posters describing how to prevent and treat T.B. were distributed to literacy classes and T.B. health workers were invited to give facilitators training for basic information of TB. In these literacy classes, accurate information regarding T.B. was delivered to the people. In this way, literacy classes can be a place for offering various information useful to learners' daily life through coordination with other sectors' activities.

<Formation and implementation of projects in the future>

(7) Considering the characteristics of Afghanistan where the situation changes drastically in a short period of time, and that obtaining enough information before starting a project is difficult, it is clearly necessary to make a flexible system that can cope with changes at the site. When a project has a task to perform, a change of activity results in a change of contract, and flexible handling is difficult. However, mutual communication and flexible handling in a contractual relationship, at the very least, are essential. The LD highly appreciates the CLC model proposed in the Strengthening of Non-Formal Education Project which had been implemented ahead of this Project, and an introduction to the CLC is provided in the literacy education policy. Based on such conditions, it is considered that a larger contribution to the LD's policy could have been possible if the development of CLC type literacy classes (effective combination of literacy education and life skills, cooperation between the LD and NGOs) had also been promoted in this Project. It is necessary for the people concerned to be very aware that a project implemented in Afghanistan needs to be particularly flexible, and that various lessons that JICA has learned from its projects need to be shared.

## 2. Recommendations

<The team recommended the Project to take the following actions by the end of the Project>

(1) It is necessary to practice activities (periodic joint meetings, etc.) for sharing information among the WGs and the components (capacity improvement and provision of literacy classes subcontracted to NGOs).

(2) Each WG has produced outputs such as improved formats, training programs, manuals, and so on. These improvement need to be integrated in the LD's daily operation and utilized in their policy making. In order to support this process, the Project will help the WGs to consider what they can do



after the Project and develop action plans based on their experience.

(3) The target areas of this Project were three provinces and one city. The continuity of the activities would be enhanced by openly sharing the Project outputs with the people in charge of literacy in other provinces and increasing their knowledge. There are other donors in the field of literacy, and information also needs to be provided to them to gain their cooperation. In addition, it is necessary to set-up opportunities to share the suggestions on the cooperation with NGOs, which were made based on experience gained during the Project, and discuss for further cooperation.

<Team recommended the following points for the medium- and long-term prospect>

(4) It is obvious that the LD alone cannot cover the vast number of illiterate population and resources need to be sought every possible institutions such as NGOs, other ministries and agencies to operate literacy classes. Through this Project, the LD has come to appreciate NGO activities to a certain degree by gaining an understanding of such activities, although the LD's understanding on the use of NGOs has not improved to a great extent. Earnest discussions should be held within the LD on the collaboration with NGOs in the future and the role the LD should play as their supervisor.

(5) With the introduction of the new literacy primer and clarification of the lesson schedule of 6 days a week, the facilitators meetings that had been held until then (Thursday training) were abolished. As a result, the opportunity for facilitators to continuously improve their skills was lost. To expand literacy classes in the future, there is no other way than to use human resources with limited basic abilities or low education levels. To use them, in addition to the training given at the time of employment, more technical support to help them conduct daily work properly will be necessary.

(6) At present, the assessment criteria for the learners who completed literacy classes are not clear, and the number of those people also has not been correctly recorded. It is necessary to clarify the minimum criteria and make a mechanism for facilitators to easily evaluate the learners' ability.

(7) The people involved in the improvement of literacy administration and manual development were primarily the members of the LD in Kabul, and provincial needs are not necessarily reflected. In the revision of manuals in the future, needs of various local areas should be included.

(8) In future cooperation, while the strong initiative to increase quantity (to cover all provinces) is taken a place, support for enhancing capability of the LD needs to be continued as well. Furthermore, including a mechanism that benefits literacy classes at the site is also necessary.

End