

Summary Sheet for Terminal Evaluation

1. Outline of the Project	
Country : Islamic Republic of Afghanistan	
Project title : Inter-communal Rural Development Project (IRDP)	
Issue/Sector : Rural Development	
Cooperation scheme : Technical Cooperation	
Division in charge : Urban and Regional Development	
Total costs : 1,030 million Japanese Yen (planned)	
Division I, Economic Infrastructure Department	
Period of Cooperation	(R/D) : Dec. 2005 to Feb. 2009
	Extension : Mar. to Dec. 2009
Partner Country's Implementing Organization : Ministry of Rural Rehabilitation and Development (MRRD)	
Supporting Organization in Japan : None	
Related Cooperation : None	
<p>1-1. Background of the Project</p> <p>In Afghanistan, social and economic conditions are exhausted due to prolonged civil war for more than 20 years. Besides, the extended drought since 1998 caused huge damage on agriculture and livestock farming, and it resulted in aggregation of rural poverty. Moreover, until now, many refugees and internally displaced persons (IDP) have been continuing to return to their communities. Therefore, it is urgent to improve living condition and activate economic activities in the communities, where they intend to return to, for promoting reintegration of them.</p> <p>The MRRD has been implementing the nationwide NSP (National Solidarity Program) with assistance of the World Bank. The NSP is aimed at rebuilding of villages, as well as reinforcing and improving of their institutional capabilities, through forming of CDC (Community Development Committee) and assisting them to implement their own projects (sub-projects). The Afghanistan Government requested the Japanese Government to assist a project that was formulated to promote community-led rural development that can cover wider geographical areas by clustering the CDCs built by NSP. Three provinces, Balkh, Bamyan and Kandahar Province were selected for project implementation. This project came later to include building of a model for CDCs' clustering process and sub-project implementations.</p> <p>Based on the request, the Afghanistan Government and JICA concluded Record of Discussions (R/D) on 11 September 2005 that covered objectives and components of the technical cooperation. Afterwards the IRDP was commenced with 3 years project term. In November 2008, JICA dispatched the Monitoring Team to review a progress of the IRDP and both the Afghanistan Government and JICA agreed to extend the implementation period of the project to the end of December 2009, due to delay of some sub-projects that were caused with unstable social situations, natural disasters and others. This terminal evaluation was conducted in June 2009 a half year before the end of the project.</p>	
<p>1-2. Project Overview</p> <p>(1) Overall Goal</p> <ol style="list-style-type: none"> 1) Livelihood of the residents is improved in the Target Area. 2) Community-led development model at inter-communal/ Cluster CDC level (IRDP Model) is utilized. 	

(2) Project Purpose

Community-led development model at inter-communal/ Cluster CDC level (IRDP Model) is established.

(3) Outputs

- 1) The method of organizing Cluster CDCs is clarified.
- 2) The capacity of Cluster CDCs for community-led development planning and implementation is improved through planning and implementing the Sub-Projects.
- 3) The validity of Cluster CDCs for community-led development planning and implementation is examined and the lessons learned are summarized through monitoring and evaluating the Sub-Projects.

(4) Inputs (planned through December 2009)

From Japan :

Experts : 88.3 person-months in total

Sub-projects : 320 million JPY for direct cost, 200 million JPY for indirect cost (forming of CCDC and baseline study, design of sub-projects, and supervisory services by FP)

Local operation costs : 90 million JPY (training, local trips, etc.)

Training in Japan : 14 participants in total

Equipment : personal computers, printers, copy machines and others

From Afghanistan :

Assignment of project counterpart personnel : 29 persons in total (10 persons from MRRD, 19 persons from RRDs in 3 provinces)

Local operation cost : salaries for project counterpart personnel

Project offices : Kabul City, Balkh, Bamyan and Kandahar Province

2. Evaluation Team

Members of Evaluation Team	Team Leader : Kawakita Hirofumi, Senior Advisor, JICA	
	Planning & Management : Suzuki Masahiro, Urban and Regional Development Division I, Economic Infrastructure Department, JICA	
	Evaluation Analysis : Terao Toyomitsu, Fisheries Engineering Co., Ltd.	
	Community Development Management and Planning : Akutsu Takao, Principal Consultant, Overseas Merchandise Inspection Co., Ltd.	
Period of Evaluation	30 May 2009 to 19 June 2009	Type of Evaluation : Terminal evaluation

3. Results of Evaluation

3-1. Achievements

(1) Achievements in Outputs

Through activities under Output-1), 19 CCDCs have been built in the 3 provinces. Under Output-2), 29 sub-projects have been formulated and implemented with substantive participation by communities, among which 19 sub-projects have been completed by June 2009.

Table : The Number of Sub-Projects in 3 provinces

Province	CCDC	CDC	Sub-projects
Balkh	6	30	Road, clinic, school, etc. : 11
Bamyan	7	27	MHP, irrigation channel, etc. : 12
Kandahar	6	29	Road, cable extension, etc. 6
Total	19	86	29

Under Output-3), experiences in these sub-projects have been incorporated into the IRDP Model that is presented in form of Guidelines, Practitioners Handbook and training modules. All three outputs have been mostly achieved. However, it was noted that, among 10 uncompleted sub-projects, a few may need some careful measures for finalizing by December 2009. Through activities under all three outputs, various training for MRRD, RRD, CCDC and others were conducted. Number of participants is given in the following table.

Table : The Number of Participants for IRDP Training

	FY2006	FY2007	FY2008	Total
MRRD/FP	58	0	131	189
RRD/FP	97	42	309	448
CCDC	0	55	215	270
Stakeholders	0	0	47	47
Total	155	97	702	954

Unit : persons

(2) Achievements in Project Purpose

For achieving the project purpose, in addition to formulation of the IRDP Model, it is also required to obtain understanding by the implementation agencies on the model. The comprehension test was conducted in May 2009 for participants from CLDD and RRDs for training of the IRDP Model. This test included many questions that would not be able to answer without rather deep understanding on the guidelines. The percentage of right answers, 72.5% in average, shows that their understanding of the model has reached at an acceptable level. Furthermore, experiences of the IRDP give valuable information to similar projects in sub-district level and can hence be applied as a model. It was judged that the project purpose has been achieved.

3-2. Results of Five Criteria Evaluation

(1) Relevance : High

The IRDP can meet strategic focus areas of Local Governance, Agricultural and Rural Infrastructure, and Economic Regeneration provided in Agriculture and Rural Development in the Afghanistan National Development Strategy (ANDS, 2008). Main functions of CLDD of MRRD include promotion and implementation of community-led rural development. The IRDP has been presenting a series of training and workshop for the CLDD and RRD officers to execute their mandate in relation with these tasks. The CCDCs have a considerable number of vulnerable families (female headed, disable headed, IDP and returnee) in many of their member CDC. Access to social infrastructures is not well developed in the communities. The sub-projects have improved this situation through development of infrastructures (road, electricity, water supply) and provision of livelihood measures (sheep raising, carpet weaving) to vulnerable families.

(2) Effectiveness : High

The project purpose has been achieved. The comprehension test on the IRDP model reached to an acceptable level. The IRDP has demonstrated its pilot initiative to design and implement the cluster's own development plan. Especially, IRDP's experience in CDC clustering criteria, cluster formation, conflict resolution, mechanism to appraise sub-project or validate its feasibility, and monitoring (construction supervision) gives valuable information to design and implement rural development projects in sub-district level.

(3) Efficiency : Moderate

Since delay in a few of the sub-projects is still significant as of June 2009 despite of the extension of the project term, an extent of the efficiency cannot be rated as high. The Team also noted that the IRDP has been implemented under remarkably difficult situations that include continued social instability, accessibility to isolated communities, participatory approach that can take time, initial lack of experience in clustering approach, occasional interruption by inter-communal conflict, restriction of supervisory work by the experts on site for security requirements, lack of leadership in some CCDC, and unexpectedly difficult work and transport conditions in midwinter.

(4) Impacts : Relatively high

Since the two indicators on livelihood of vulnerable families and access to social infrastructures for the overall goal in the PDM (Version 2) are difficult to measure, it is desirable to replace them with other applicable indicators. There exist some indicative actions in the relevant agencies that may suggest application of the IRDP Model. Such indication includes preparation for NSP-II Clustering Project for three provinces that is funded by JSDF and a plan of MRRD to deliver Practitioners Handbook to 34 provinces in a RRD national meeting.

(5) Sustainability : Moderate

There are no foreseeable obstacles in sustainability of the project benefits in aspect of policy and finance because of highly prioritized policy and assistance by donors in community-led rural development. However, in institutional aspect, there is no clear direction to maintain or develop organizations in sub-district level for supporting communities in perspective of the sub-national governance that has been developed by the IDLG so far. In addition, There also exists some concern on shortage of technical capacities of the MRRD/CLDD and RRD officers in charge of the rural development. These two should be noted as these may affect the sustainability of the project.

3-3. Conclusion

The IRDP has been implemented under remarkably difficult situations in Afghanistan. Despite this, any of 19 CCDC formed by the IRDP has not dropped out through the last three years, and a majority of the sub-projects has been successfully completed. Since its initial project stage, the IRDP has demonstrated its pilot initiative to design and implement the cluster's own sub-projects. The IRDP's experience can give valuable information to design and implement rural development projects in sub-district level. There exist some indicative actions already in the relevant agencies that may suggest application of the IRDP model. The Team concluded that the project purpose has been successfully achieved and the IRDP can be terminated in December 2009 as scheduled.

3-4. Recommendations

- (1) Further understanding and utilization of the IRDP Model by MRRD
 - ① Creation of case studies or evaluation report with experiences and lessons learned from sub-projects
 - ② Further training session on the IRDP model for MRRD and RRD counterparts
 - ③ Distribution and Dissemination of the IRDP Guideline, training module of the IRDP model and Practitioners' handbook
- (2) Confirmation of the implementation of NSP-II Clustering project and more involvement of MRRD in NSP-II Clustering project
- (3) Promotion for incorporation of CCDC component in NSP-III
- (4) Providing the IRDP model to other organizations and institutions
- (5) Completion of the sub-projects within the project period
 - ① To review uncompleted sub-project, especially those in Naitaq CCDC, Nakodak CCDC, Karz CCDC and Khowshab CCDC
 - ② To plan and submit feasible implementations schedule of uncompleted sub-project
 - ③ To facilitate community's efforts by Afghanistan and Japan side to complete the sub-projects
- (6) Revision of the Overall Goal in PDM ver.2

3-5. Lessons Learned

- (1) Collaboration with national programs

The IRDP has been collaborating with NSP very well through entire project period. Especially, NSP experiences on CDC project were utilized to identify its target area and facilitate to plan needs-based projects in the IRDP, and the IRDP has productively been sharing its own experiences and exchanging opinions on promotion of CCDC project in NSP-II. Such interactions are important in aspect of spillover effects of a project and collection of information.

- (2) Coordination among JICA projects and experts under MRRD

MRRD and JICA have been jointly working to rehabilitate and improve rural communities in Afghanistan since 2003. This cooperation by projects and experts were well coordinated through regular meetings and role-sharing arrangement. In the case of multiple inputs in one organization with similar objectives, in order to achieve further efficiency and strategic actions, these components will be necessary to integrate into one component.

- (3) Comprehensive development approach from policy level to community development level

In order to achieve national or policy goal, policy formation and project activities should have close linkage between both. Field realities and people needs should reach policy makers and program managers smoothly to design appropriate project to solve the problem at field level. MRRD and the IRDP almost have such mechanism through coordination, joint working and contract out with FPs, NGOs, other donor programs and JICA Afghanistan office. For the further improvement of this mechanism, mandatory roles, structure and capacity of MRRD and local governments must be considered to plan future activities and programs.

- (4) Formulation of technical cooperation project with strong interest in infrastructure building

The Team reminds the major objective of technical cooperation project is to transfer skills and techniques to solve necessary policy issues and people's concerns. From this principle, the Team recognized, at the

formation stage of IRDP, the original project concept which had strong initiatives in infrastructure building was weak on technical transfer component. Therefore, the timing of input for technical transfer was relatively inefficient in the IRDP. It is necessary for future project to take the balance between two components, i.e., technical transfer and infrastructure building.

(5) Technical transfer mechanism and personnel assignment in technical cooperation project

In order to establish effective technical transfer mechanism, continuous dialogue and team building between Afghanistan and Japanese side are crucial. The Team evaluated to some extent the relationship in the IRDP was good and effective. However, the Team also indentified room for improvement of this. Especially, personnel allocation in the IRDP by Afghanistan side should be more strategic to absorb experiences and lessons from technical cooperation and nourish a sense of ownership.

(6) Further impact on personal and organizational behavior at CCDC and CDC level

The Team confirmed the IRDP implemented various trainings such as Quality Control, MHP maintenance, People Participation, Information Sharing, Awareness of woman and Leadership. These trainings directly and indirectly change community or individual behavior through learning specific skills and achieving a project objective. In order to strengthen community collective actions and mutual understanding among different communities, technical training such as Quality Control or MHP maintenance etc and non-technical training such as People Participation or Awareness of women etc should be implemented with appropriate balance in a capacity development program for CCDC or CDC level.