

## Summary of Terminal Evaluation

<b>I. Outline of the Project</b>	
<b>Country:</b> Islamic Republic of Afghanistan	<b>Project Title:</b> The Community Development Project for Returnees and Receiving Communities in Nangarhar Province
<b>Issue/Sector:</b> Infrastructure	<b>Cooperation Scheme:</b> Technical Cooperation Project
<b>Division in Charge:</b> Economic Infrastructure Department	<b>Total Cost:</b> 1 billion yen (as of Terminal Evaluation)
<b>Period of Cooperation</b>	July 2010 – July 2013 (36 months)
	<b>Partner Country's Implementing Organization:</b> Independent Directorate of Local Governance (IDLG) Provincial Government of Nangarhar Province (PGON)
<b>Cooperation Organization (Japanese side):</b> -	
<b>1-1 Background of the Project</b>	
<p>Since the start of Assisted Voluntary Repatriation Program in 2002, more than 5.7 million of those Afghan refugees have returned to their homeland at the time of the Project started<sup>1</sup>. The returnee population, coming mostly from neighboring Pakistan and Iran, amounts to nearly a quarter of Afghanistan's population of an estimated 24 million citizens. In 2010, approximately 110,000 Afghans have voluntarily repatriated, with 23.9 percent of them returning to Nangarhar.<sup>2</sup> Given the scale of return and limited resources, a large part of the reintegration needs of returnees remained unmet and reintegration difficulties for both returnees and receiving communities have increased. These problems are further exacerbated by lack of physical infrastructure in the return area, including clinic and schools, as well as lack of access roads from/to the villages to the district or provincial center.</p> <p>UNHCR and JICA share a common understanding of the necessity of assistance which aims at addressing the reintegration needs of returnees in particular and, development needs of the receiving community in general. Based on this understanding, UNHCR and JICA selected the location of the Project taking into account the number of returnees, reintegration needs and other relevant factors. As a result, eleven (11) villages in Surkhrod and Behsud districts of Nangarhar Province have been prioritized for the Project.</p> <p>The Project has been designed based on the request from PGON and the understanding between UNHCR and JICA, and through full consultation with PGON.</p>	
<b>1-2 Project Overview</b>	
<b>(1) Overall Goal</b>	
Living environment of the returnees and receiving communities will be improved by effective implementation of operation for improved of basic infrastructure at community level in Nangarhar Province.	
<b>(2) Project Purpose</b>	
An environment conducive to implement projects for improvement of basic infrastructure at community level in target 2 districts is developed in order to improve the living environment of the returnees and receiving communities.	
<b>(3) Output</b>	

<sup>1</sup> UNHCR information from February 2010 and from October 2010.

<sup>2</sup> [http://www.jica.go.jp/usa/english/office/others/newsletter/2010/1010\\_12\\_03.html](http://www.jica.go.jp/usa/english/office/others/newsletter/2010/1010_12_03.html)

- Output 1) To compile current situation and development needs of Behsud and Surkhrod District in Nangarhar Province.
- Output 2) To select pilot projects and prepare implementation plan with participation of local company.
- Output 3) To develop a system to be able to implement projects for improvement of basic infrastructure in community level by local residents.
- Output 4) To develop a system to be able to implement projects for improvement of basic infrastructure in community level by local contractor.
- Output 5) To develop an operation & maintenance system of basic infrastructure in community level.

#### (4) Inputs

##### Japanese side

- a) Personnel: 11 experts in nine areas 110.3 M/M (78.1 M/M in Afghanistan, 32.2 M/M in Japan)
- b) Equipment: N/A c) Training in Japan: N/A d) Local Cost: 101.9 million yen

##### Afghanistan side

- a) Personnel: 7 CPs b) Office space: N/A c) Local Cost: N/A

#### II. Evaluation Team

<b>Members</b>	Leader: Ms. Katsura MIYAZAKI (Deputy DG, Economic Infrastructure Department) Peace Building: Dr. Keiichi HASHIMOTO (Senior Advisor, JICA) Evaluation Planning: Mr. Tomoyuki YASUDA (Advisor, Economic Infrastructure Dept.) Evaluation Analysis: Dr. Keiko WATANABE (Senior Researcher, FASID)
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<b>Period of Evaluation</b>	10-14 February 2013	<b>Type of Evaluation</b>	Terminal Evaluation
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#### III. Results of Evaluation

##### 3-1 Achievement of Outputs

##### 3-1-1 Output 1: To compile current situation and development needs of Behsud and Surkhrod District in Nangarhar Province.

The Evaluation Team confirmed the level of achievement of Output 1 was high despite more time required to complete social surveys than planned. However, this did not undermine the achievement of Output 1.

Objectively Verifiable Indicators	Achievement
1-1 Development needs of Behsud and Surkhrod District in Nangarhar are compiled in database.	<ul style="list-style-type: none"> <li>· A social survey to identify needs of all target 11 villages in two districts were conducted although it took 6 months more than planned schedule. The report on needs assessment on 11 villages was produced in August 2011.</li> <li>· The reports on development needs for the two target districts were also compiled in September 2011 for Surkhrod District and in November 2011 for Behsud District.</li> </ul>

##### 3-1-2 Output 2: To select pilot projects and prepare implementation plan with participation of local community.

The Team confirmed that Output 2 has been achieved with utmost efforts of the Project Team. A consensus building mechanism among communities was established by the Project and 44 projects in total were identified.

<b>Objectively Verifiable Indicators</b>	<b>Achievements</b>
2-1 Consultation mechanism among community residents is established.	<ul style="list-style-type: none"> <li>• BCDC was established as a mechanism for consultation among community by the Project in all 11 targeted villages.</li> <li>• Besides, Implementation Committee, Procurement Committee and Operation &amp; Management Committee were formed under BCDC.</li> </ul>
2-2 Implementation plan is prepared with participation of local communities.	<ul style="list-style-type: none"> <li>• As of the Terminal Evaluation, 44 pilot projects were selected. The selection was done through series of consultation meetings with local communities assisted by Facilitating Partner (FP).</li> <li>• Implementation plan was also formulated under Implementation Committee and Procurement Committee. By involving the community into the formulation process, their opinions and requests such as timing of construction in view of farming seasons were reflected in the implementation plan.</li> </ul>

**3-1-3 Output 3: To develop a system to be able to implement projects for improvement of basic infrastructure in community level by local residents.**

The Team confirmed that the level of achievement of Output 3 was high considering the achievement of indicators and benefit brought to the villages. FP was selected and trained to facilitate community-led pilot projects through OJT. So far 16 out of 24 identified pilot projects have been successfully conducted.

However, it is also noted that the Project is recommended to make further efforts for the manuals to be produced by the Project to be fully utilized by the relevant stakeholders even after the Project completed.

<b>Objectively Verifiable Indicators</b>	<b>Achievements</b>
3-1 FPs are selected for implementation of community-led pilot projects.	<ul style="list-style-type: none"> <li>• TOR for Facilitating Partner (FP) was prepared and announced to the public for bidding. Future Generations Afghanistan (FGA) was selected in August 2010 in accordance with the procurement guideline of JICA.</li> </ul>
3-2 Operation manual is prepared.	<ul style="list-style-type: none"> <li>• The first version of Operation manual was prepared in December 2012 in English. The manual has 6 components; Introduction, Selection of FP, Selection and Planning of Pilot Project, Bidding, Accounting and Maintenance.</li> <li>• As of December 2012, the revised version was under process to incorporate rules of BCDC (TOR for chairperson and members, term of office, election, consensus building process, consultation mechanism with District offices and donors, etc). It will make more simple and user friendly guideline. It is planned to be finalized in January 2013.</li> </ul>
3-3 Supervising manual is prepared.	<ul style="list-style-type: none"> <li>• The first version of Supervising manual was prepared in December 2011 in English. The revised version was completed in December 2012.</li> <li>• Regarding supervising activities of community-led project, the Project conducted trainings to FP, NS and IDLG monitoring staff.</li> </ul>
3-4 Community led pilot projects are implemented by FPs an Communities.	<ul style="list-style-type: none"> <li>• As stated above Output 2, as of December 2012, 24 projects for community-led type were identified and 16 of them have been completed successfully; 14 projects in the first year as Group 1 and 2 projects in the second year as Group 2. At the time of the</li> </ul>

	<p>Terminal Evaluation, the rest of 8 community-led projects for the third year as Group 3 were on-going.</p> <ul style="list-style-type: none"> <li>· In order for FP to facilitate those community-led projects, the Project conducted trainings to FP on accounting, supervision, and consensus building.</li> </ul>
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**3-1-4 Output 4: To develop a system to be able to implement projects for improvement of basic infrastructure in community level by local contractors.**

The Team observed the achievement level of Output 4 was high. 12 contractors were selected and trained for implementation of pilot project. So far, 16 of 20 identified contract-out projects were successfully completed. During the implementation process, the relevant manuals were prepared. However, the same effort should be made by the Project for the manuals produced by the Project to be disseminated and explained to relevant stakeholders for effective utilization before the end of the Project.

<b>Objectively Verifiable Indicators</b>	<b>Achievements</b>
4-1 Contractors are selected for implementation of pilot projects by contractor.	<ul style="list-style-type: none"> <li>· A total of 12 construction companies were selected through bidding process to implement contract-out type projects.</li> <li>· About two-thirds of contractors were local companies in the target districts. The other one-third of contractors was Kabul based companies.</li> </ul>
4-2 Operation manual is prepared.	<ul style="list-style-type: none"> <li>· Since the operation process of contract-out type project was found to be mostly same as community-led project, the Project developed the integrated Operation manual containing of both types of project.</li> </ul>
4-3 Supervision manual is prepared.	<ul style="list-style-type: none"> <li>· The first version of supervision manual was combined with the community-led supervision manual (3-3). However, the Project decided to formulate separate supervision manual for contract-out project. It is expected to be finalized by January 2013.</li> <li>· Regarding actual supervision of contract-out projects, the Project conducted OJT to 4 IDLG monitoring staff, contractors and FP using a draft supervision manual.</li> </ul>
4-4 Pilot projects are implemented by contractors under supervision of FPs and communities.	<ul style="list-style-type: none"> <li>· As of December 2012, 20 projects were identified for contract-out type projects. Out of 20, 16 projects have been completed successfully and the rest of 4 projects were under construction.</li> <li>· In the course of construction, the Project trained contractors on engineering and management skills as well as communication skills with communities by OJT for smooth implementation.</li> </ul>

**3-1-5 Output 5: To develop an operation & maintenance system of basic infrastructure in community level.**

The Team observed that Output 5 has been steadily progressed but needs to be strengthened further to make sure the completed projects to be maintained appropriately utilizing O&M manuals either by the community or by the relevant line departments.

<b>Objectively Verifiable Indicators</b>	<b>Achievement</b>
5-1 Operation and maintenance manuals are prepared.	<ul style="list-style-type: none"> <li>• The first version of Operation and Maintenance (O&amp;M) manuals were prepared in December 2011. The revised version is under process.</li> <li>• Action plans for O&amp;M by the community for road and irrigation projects are under formulation. It is planned to be discussed with the community by the end of the Project.</li> </ul>
5-2 Operation and maintenance committees are organized.	<ul style="list-style-type: none"> <li>• The O&amp;M committee for each pilot project is under formulation.</li> </ul>
5-3 Operation and maintenance activities are implemented.	<ul style="list-style-type: none"> <li>• As for the irrigation projects, the O&amp;M activities has been implemented by the committee formulated by the Project using existing O&amp;M system. The O&amp;M activities were monitored by the NS of the Project and the reports were submitted to the Japanese experts for further instruction.</li> </ul>

### **3-1-6 Achievement of Project Purpose**

**“An environment conducive to implement projects for improvement of basic infrastructure at community level in target 2 districts is developed in order to improve the living environment of the returnees and receiving communities.”**

The Project Purpose is expected to be achieved by the end of the Project period based on the progress made of indicators. However, the Project needs to make continuous efforts to reinforce the level of achievements

One of significant outputs from the Project is a creation of mechanism of consensus building among communities, i.e., BCDC. Another output is a development model to implement contract-out type infrastructure project at the community level which have not usually practiced in Afghanistan before.

Both capacity of FGA (FP) and local contractors have been upgraded to implement community project effectively and efficiently. IDLG/PGON staff who have involved in the project has been upgraded their skills to a certain level on collaboration and coordination among relevant provincial governmental departments for community projects and supervision of construction. However, it was noted that the capacity building of counterparts was confined in the small number of IDLG/PGON staff. Therefore, it is the challenge for IDLG/PGON that these capacities to be consolidated into the institutional capacity for the future assistance for the returnees and receiving communities in Nangarhar province.

<b>Objectively Verifiable Indicators</b>	<b>Achievement</b>
(1) Development model is established.	<ul style="list-style-type: none"> <li>• The Project established a development model to implement community infrastructure projects both with community-led type and contract-out type. While community-led projects such as NSP have been practiced in Afghanistan, the Project introduced a model for the contract-out type of community infrastructure projects with involvement of community themselves for the first time. An innovative mechanism of BCDC for consensus building among community was introduced by the Project. It enriched the development model to enhance quality and transparency of the project.</li> </ul>

(2) Capacity of FPs to select and implement the projects is improved.	<ul style="list-style-type: none"> <li>• FP (FGA) gained the following skills and knowledge throughout the Project activities;</li> <li>1) Needs identification, 2) Consensus building among communities, 3) Preparation of implementation plan, 4) Supervision of community-led type project, 5) How to help community to make contract with local contractors, 6) Preparation of necessary documents for payment, and 7) Defect Inspection. Although they need more practice and keep upgrading their skills, they have responded the questionnaire that they gained confidence in the above skills.</li> </ul>
(3) Capacity of Contractors to execute the projects is improved.	<ul style="list-style-type: none"> <li>• As stated in the achievement of Output 4, the capacity of contractors has been upgraded to implement projects both technical skills and administrative works. The projects they have implemented were assured their quality by both the Japanese side as well as Afghanistan side.</li> </ul>
(4) Similar projects for the returnees and receiving communities are formed.	<ul style="list-style-type: none"> <li>• As stated above, 44 pilot projects has been identified. 32 of them have been successfully completed.</li> <li>• All pilot projects were identified and implemented in accordance with the development model with involvement of community as well as relevant governmental officials.</li> <li>• Land acquisition and registration of the project was done with cooperation of PGON and IDLG.</li> </ul>

### 3-2 Implementation Process

#### 3-2-1 Positive factors contributing implementation

- (1) National staff acted very effective mediator for Japanese experts who had limited access to the Project sites.
- (2) Close communication with JICA office enhanced effectiveness of project management.
- (3) Cooperation from the target communities facilitated the implementation.

#### 3-2-2 Negative factors inhibiting implementation

- (1) Security situation in the project site has deteriorated since 2011. The Japanese experts were restricted to enter Nangarhar province, thus the project management had to be remotely controlled from Kabul since then.

### 3-3 Evaluation Results by Five Criteria

#### (1) Relevance (High)

The relevance of the project is highly relevant with following points.

The Project was well aligned with Afghanistan overall development strategy of “Afghanistan National Development Strategy (ANDS) 2008-2013. Improvement of living conditions of the returnees and receiving communities were urgent needs for Nangarhar province since the province was one of major receiving provinces of returnees from neighboring countries. The Project was also in line with the Japan’s Assistance policy and strategy to Afghanistan. In addition, the Project was relevant with the strategy of Partner organization, UNHCR. The timing of the Project was quite appropriate to realize smooth transition from humanitarian assistance to development.

## **(2) Effectiveness (High)**

Effectiveness of the project is high. The achievement of project purpose is promising. The Team confirmed that an innovative mechanism of BCDC for consensus building among communities has been working very well. The pilot projects conducted by the Project was highly appreciated by all Afghanistan side (community, government, contractors, and FP) compared to other community level infrastructure projects in terms of the quality, and transparency of the process.

The Team confirmed that the Project upgraded the capacities of local contractors, FP (FGA), communities and IDLG/PGON to implement effective community infrastructure. The Team assumes that their capacities will be reached the level to conducive to implement projects for improvement of basic infrastructure by the end of the Project. In other words, it can be said that the PGON enhanced the foundation to operate community infrastructure projects.

It was confirmed that all five Outputs were necessary to achieve the Project Purpose and there was no problem in causality relationship between Outputs and Project Purpose.

## **(3) Efficiency (Not High)**

Efficiency of the project is not high since some factors that affected efficiency were observed, although they did not impair the realization of Outputs.

### Inputs from Japanese side

Due to the unforeseeable security reasons, the number of Japanese experts staying in Afghanistan had been restricted. Although the Project has taken measures to achieve outputs such as by fully utilizing NS, it affected efficiency to a certain level in terms of the timely dispatch of the experts.

### Inputs from Afghanistan side

The main counterparts remained unchanged throughout the Project period. The number of counterparts from IDLG to involve in the project was limited. If there were more counterparts assigned for the Project and more involvement in the Project activities from them, the capacity would have been consolidated more in the institution, not only in the individuals.

## **(4) Impact (Relatively High)**

Impact of the Project is evaluated as relatively high.

There is a good prospect that the Overall Goal will be achieved if the PGON takes strong initiative to spread the model for the community level infrastructure projects developed by the Project across the province. No negative impact has been observed.

On the other hand, some positive signs of social and economic impacts were observed in the target villages according to the questionnaires; shorten the time of transportation by construction of roads, improvement of education environment by classroom expansion, brought a sense of security by construction of the clinic and drinking water facilities, etc. Other signs for positive impacts were also identified such as empowerment of the community, development of local human resources (contractors, national staff, FS) and enhancement of reputation of Japan.

## **(5) Sustainability (Relatively High, but some concerns remains in institutional and technical aspects)**

As for the conflict affected countries like Afghanistan, sustainability of the project effect is largely affected by external factors such as security issues. If the security situation of Afghanistan does not get worse, sustainability of the project effect is evaluated as relatively high. However, some concerns in institutional and technical aspects have been observed.

For the institutional sustainability, the upgraded capacity of the government was confined in the limited number of staff. It is the challenge for IDLG/PGON that these capacities to be consolidated into the institutional capacity for future assistance for the returnees and receiving communities in Nangarhar province. Regarding technical sustainability, the Project should put much efforts in the rest of the period that the manuals to be developed by the Project should be distributed to the relevant organizations and disseminate the information for wider use.

Financial sustainability is ensured to a certain degree to maintain the completed pilot projects. However, It should be noted that it is the responsibility of PGON/IDLG to take initiative to mobilize resources internally and from outside for continuous infrastructure development at the community level.

Political aspects are formidable since improve living environment for the returnees and the receiving communities continues to be one of the high priority issues as stipulated in ANDS.

### **3-4 Conclusion**

In spite of difficult working environment such as remote project management, the Project produced tangible outputs. The community infrastructure projects were successfully constructed and appreciated by all BCDCs involved in the Project.

The achievement of the Project Purpose is likely to be realized by the end of the Project. The project was highly relevant with Afghanistan policy as well as the development needs of the target province. The project achieved high effectiveness and impact through the introduction of BCDC mechanism and a development model for community infrastructure projects. Signs of positive impacts have already been seen. The efficiency was evaluated as not high since the timely allocation of the Japanese experts could not be realized, although it was because of security deterioration. Sustainability of the project was relatively high with some concerns in institutional and technical aspects.

### **3-5 Recommendations**

The following recommendations are made from the Terminal Evaluation Team.

- (1) Remaining planning activities should be completed within the Project period (completion of pilot projects, finalization of manuals, and establishment of O&M system for maintenance using completed manuals).
- (2) Special efforts should be made for the developed manuals to be utilized even after the project.

### **3-6 Lessons Learned**

- (1) The success of the community infrastructure pilot projects was resulted from the intensive monitoring and supervision by the national staff who had been pre-trained, frequently supervised and been advised by the Project. This also contributed to the quality of the construction.