

Summary of 1st Evaluation Results

I. Outline of the Project		
Country: Islamic Republic of Afghanistan		Project Title: Project on Improvement of Literacy Education Management in Afghanistan (LEAF 2)
Issue/ Sector: Basic Education		Cooperation Scheme: Technical Cooperation Project
Division in Charge: Human Development Department		Total Cost: 468 million yen (as the end of 2013 JFY)
Period of Cooperation	April 2010- March 2014 (4 years)	Partner Country's Implementation Organization: Ministry of Education, Literacy Department
	※ According to this evaluation results, the project period was extended by January 2015	
1-1 Background of the Project		
<p>The adult literacy rate of Afghanistan is estimated as low as 34% with a huge gap between male (50%) and female (18%) (Afghanistan MDGs Report 2005) . Such a gap can be observed between rural and urban areas. To address this inequity, a number of projects/programs on literacy education have been implemented by the Literacy Department (LD) of the Ministry of Education (MoE), development partners, Non-Governmental Organizations (NGO), and other stakeholders. Currently, the Literacy Initiative for Empowerment (LIFE) has been led by LD and the United Nations Educational, Scientific and Cultural Organization (UNESCO) to orchestrate the activities among all the organizations working on literacy education for the achievement of the national goal mentioned in the National Education Strategic Plan (NESP). In 2011, a total of 574,433 learners (278,801 males and 295,632 females) were taught by 15,450 facilitators (7,663males and 7,787females) in 22,660 courses run by various stakeholders around the nation.</p> <p>The Project on Support for Expansion and Improvement of Literacy Education in Afghanistan (LEAF1) was implemented from March 2006 to July 2008 under the cooperation between LD and the Japan International Cooperation Agency (JICA). Through the LEAF 1, knowledge and management skills of LD on data, literacy courses, relevant materials, and training for supervisors (currently called as “monitors”) were enhanced. Also, 10,347 learners received literacy education provided by LEAF1 in Kabul, Balkh and Bamiyan Provinces. LEAF1 was evaluated that it achieved its Project Purpose with positive outcomes but had weaknesses in its sustainability. Therefore, continuous support was necessary to strengthen LD’s capacity of literacy education management.</p> <p>The Government of Afghanistan (GOA) then requested technical cooperation for the Government of Japan (GOJ) on capacity development of supervisors who play a central role in implementing literacy courses. In response to the request, the Project on Improvement of Literacy Education Management in Afghanistan Phase 2 (LEAF2, hereinafter referred to as “the Project”) was designed, and the Record of Discussions (R/D) was signed on February 18, 2010 accordingly.</p>		

The Project started from April 2010. As the Project will end in March 2014, the Japanese Terminal Evaluation Team (the Team), headed by Mr. Satoru Takahashi, conducted the Terminal Evaluation together with the Afghan Evaluation Team to ascertain the progress and outcomes of the Project from the five evaluation perspectives and to provide recommendations on the remaining period of the Project.

1-2 Project Overview

(1) Overall Goal

Management and quality of literacy education in Afghanistan will be improved.

(2) Project Purpose

Monitoring and technical support capacity of literacy administration is enhanced for quality improvement of literacy education.

(3) Output

- Output 1 Framework of monitoring and technical support covering all literacy courses is developed
- Output 2 Measures for assessing learning achievement of learners after completion of course are developed.
- Output 3 Measures for reporting and information sharing are developed and implemented.
- Output 4 Measures for technical support are developed.

(4) Inputs

【Japanese side】

- ◆ Personnel : A total of 14 experts in eight areas 104.5m/m (75.50 m/m in Afghanistan and Third Country, 28.80 m/m in Japan)
- ◆ Equipment: Computers, printer, projector, copy machine, video camera, air condition and generator for Project activities.
- ◆ Local cost: Cost of training, material production and pilot activities. Contract with NGO (Shanti Volunteer Association :SVA) to implement Nationwide Training.
- ◆ Training in Japan: n/a
- ◆ Training in Third Country: A total of two trainings in Bangladesh and India.

【Afghanistan side】

- ◆ Personnel: A total of 61 officials were assigned as main C/P personnel of the Project.
- ◆ Local cost: Office space in Kabul and Balkh and all utility charges.

II. Evaluation Team

Members	<p>Leader: Mr. Satoru Takahashi (Visiting Senior Advisor, JICA)</p> <p>Education Planning: Ms. Mayo Nakamura (Human Development Dept.)</p> <p>Evaluation and Analysis: Ms. Hana Kobayashi (Consultant, IC Net)</p> <p>Planning Management (1): Ms. Ayako Matsuoka (JICA Afghanistan Office)</p>
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	Planning Management (2): Mr. Najibullah Kohistani (JICA Afghanistan Office) Information Collection: Mr. Sayed Zuhoor Sadaat (Local Consultant)	
Period of Evaluation	13 th December, 2013 to 31 st January, 2014.	Type of Evaluation: Terminal Evaluation
III. Results of Evaluation		
3-1 Achievement of Outputs		
3-1-1 Output 1: Framework of monitoring and technical support covering all literacy courses is developed.		
Achievement level of Output 1: In progress.		
<u>Indicator 1-1: Monitoring manual is developed with the consensus of stakeholders.</u>		
Prospect of achievement: In progress.		
<p>The Monitoring Manual was developed in 2012 and have been used since then. The Monitoring Manual was revised and will be finalized by the end of February 2014. Initially, the Monitoring Manual and Monitoring Training Manual were supposed to be drafted by LD before the commencement of the Project but it was not available. Due to this unavailability, the Project had to spend some time in developing the Monitoring Manual and Monitoring Training Manual in the initial stage of the Project. However, it turned out that better manuals were developed, which serve monitors. This is because they were developed under the strong initiative of the Monitoring TWG in collaboration with the Japanese experts. The manuals have been revised through continuous piloting in provinces, reflecting feedback from the Nationwide Monitoring Training (NMT), and discussing with development partners.</p> <p>On the other hand, more profoundly data collection formats need to be harmonized among LD, development partners and NGOs to functionalize monitoring. In fact, discrepancies exist between the formats developed by the Project and those of Non-Formal Education-Management Information System (NFE-MIS) which LD is revising with technical assistance supported by UNESCO. They have caused incoherent data collection integrated into the database of NFE-MIS. This would be due partly to insufficient communication among stakeholders.</p>		
<u>Indicator 1-2: Trainings for DLCs are conducted by PLC trainers at least twice during the project period with 60% of DLC monitors in attendance.</u>		
Prospect of achievement: In progress.		
<p>The first round of NMT covering nationwide DLCs was conducted in 2012. Out of estimated 880 monitors (two monitors from each DLC), 670 monitors participated in the training with the coverage rate of 76.1%. The second round of NMT started from December 2013 and is supposed to be completed by the middle of February 2014. However, the second round targeted only half a number (one monitor from each DLC) due to security reasons that affected the Project activities.</p>		

3-1-2 Output 2: Measures for assessing learning achievement of learners after completion of course are developed.

Achievement level of Output 2: To be achieved.

Indicator 2-1: Assessment tools are approved by LD by the end of the project.

Prospects of achievement: To be achieved.

The Assessment Tools and Guidelines (ATG) were developed by the Assessment TWG. The tools consist of Pre-assessment (before starting a literacy class), the First Assessment (Level One: after three months of learning basic literacy), the Second Assessment (Level Two and Three: after six months), and the Third Assessment (after nine months: at the completion of post-literacy courses). The Dari version of ATG was approved by the former Deputy Minister of MoE in November 2013. The Pashto version is expected to be finalized by the end of February 2014.

3-1-3 Output 3: Measures for reporting and information sharing are developed and implemented.

Achievement level of Output 3: Achieved.

Indicator 3-1: At least 65% of PLCs report data on all literacy courses of all districts to LD quarterly.

Prospects of achievement: Achieved.

In 2010, before the commencement of the Project, only 2 out of 35PLCs (5.7%) submitted data on all literacy courses of all districts to LD quarterly. The submission rate improved from 51.4% (18 out of 35PLCs) in 2011 to 82.9% (29 out of 35PLCs) in 2012. This significant improvement in reporting was made through the efforts of officers at PLCs/DLCs.

Indicator 3-2: 85% of DLCs report data on all literacy courses to PLCs quarterly.

Prospects of achievement: Achieved.

In 2010, before the commencement of the Project, LD was not collecting data from DLC. In 2011, the submission rate of all literacy courses from DLCs to PLCs was 64.8% (267 out of 412 DLCs). In 2012, it reached 90.9% (351 out of 386 DLCs) through the efforts of officers at PLCs/DLCs.

Indicator 3-3: Annual status reports on literacy activities with analysis and recommendation are developed and published at least twice during the project period.

Prospects of achievement: Achieved.

The annual status report titled “The Statistic Report of Literacy Activities” (Statistic Report) was developed by the Status Report TWG in 2010 and 2011. The report of 2010 includes mainly statistical data without any analysis. Then more detail analysis with suggestions was incorporated in the report of 2011. Based on

experiences gained through the Third Country Training in India, the Status Report TWG decided to simplify the existing data collection forms. The revised forms were shared with the NFE-MIS development team. Currently, the TWG is developing the Statistic Report 2012 along with the Data Collection Guidelines (DCG) that stipulates the procedures of data collection.

3-1-4 Output 4: Measures for technical support are developed.

Achievement level of Output 4: To be achieved.

Indicator 4-1: At least three technical support tools are experimented in the pilot areas.

Prospects of achievement: Achieved.

A total of seven technical support tools were developed and experimented by the Technical Support Tools TWG. In addition, the Teaching Method Manual is being developed. It will be helpful for DLC monitors to provide better guidance to facilitators.

Indicator 4-2: At least two measures of technical support are included in monitoring manual.

Prospects of achievement: In progress.

Among seven technical support tools mentioned above, the Guideline for Lesson Plan developed in Kabul, is included in Chapter 5 of the Monitoring Manual as first measures of technical support. LD is planning to include part of the Teaching Method Manual as a second measure in the final Monitoring Manual.

3-1-5 Achievement of the Project Purpose

Project Purpose: Monitoring and technical support capacity of literacy administration is enhanced for quality improvement of literacy education.

Prospect for achievement of Project Purpose: In Progress.

Indicator 1: Utilization of Monitoring manual by PLC/DLC and other stakeholders is increased.

Prospects of achievement: Achieved in the Pilot areas, but not confirmed at the national level.

The nationwide utilization of the Monitoring Manual has yet to be confirmed. However, in the Pilot areas, its utilization rate increased from 44.7% at the time of the Baseline Survey to 87.9% at the time of the End-line Survey. The drastic improvement was observed in Nangarhar, that is, from 25.0% to 100.0% followed by Balkh, that is, from 79.0% to 86.0%. The main users of the Monitoring Manual are DLC monitors, and all (100.0%) monitors in both Balkh and Nangarhar interviewed at the time of the End-line Survey were utilizing them. The Manual was distributed to 84.5% of nationwide DLCs and to major stakeholders working in the literacy sector such as UNESCO (Program for Enhancement of Literacy in Afghanistan 2: ELA 2), Afghan National Association for Adult Education (ANAF AE), National Federation of UNESCO Associations in Japan (NFUAJ). Major stakeholders are actually utilizing the various forms in the Monitoring Manual. As the National Literacy Strategy launched in December 2013 regarded the

Monitoring Manual as a standardized tool to be mainstreamed throughout the nation.

Indicator 2: Facilitators' satisfaction with technical support is improved. (ex. Increment of technical supports)

Prospects of achievement: In progress but needs some follow-up.

The average of facilitators' satisfaction rate in the Pilot areas decreased from 70.3% at the time of the Baseline Survey to 64.3% at the time of the End-line Survey. While it decreased from 90.0% to 47.0% in Balkh, it increased from 47.0% to 85.0% in Nangarhar. The latter case suggests that technical transfer from DLC officers to facilitators was properly conducted. The End-line Survey Report analyzed that decrease in Balkh is because; 1) there was frequent transfer of PLC/DLC officers in Balkh, 2) facilitators are elder than monitors in Balkh so it is culturally difficult for young monitors to give advice to the elderly, and 3) there was budgetary constraint of DLC. In order to overcome the current situation, the Project is conducting the second round of NMT covering DLC officers, which will certainly upgrade their monitoring skills. In addition, the Teaching Method Manual is in preparation and it is expected to be supporting tool that will enhance the technical capacity of DLC monitors, which may lead to the increased satisfaction of facilitators.

Indicator 3: 70% of stakeholders are aware of the status report and their satisfaction with the report is rated at least 3.0 on the scale of 1 to 5.

Prospects of achievement: Achieved.

The End-line Survey revealed that 82.4% of stakeholders are aware of the Statistic Report as the status report. It increased from 23.3% at the time of the Baseline Survey. Concerning, stakeholders' satisfaction, the Project changed a Likert scale method to percentage measurement. The target figure was 3.0 on the scale of 1 to 5 in the former, and it is 60.0% in the latter. The End-line Survey showed that the figure was 84.9%.

3-1-6 Achievement of the Overall Goal

Overall Goal: Management and quality of literacy education in Afghanistan will be improved.

Prospect for achievement of Overall Goal: In progress.

Indicator 1: Completion rates are improved. (NESP: at least 70% of learners complete one round of literacy training)

Indicator 2: Learning achievement of learners is improved. (NESP: Enhance learning achievement of graduates from 50% to 80%)

Prospects of achievement: In progress.

Overall Goal is considered to be attained in three to five years after completion of the Project. However, according to the Statistic Report, some favorable signs are observed. The number of graduates has increased by 43,514 from 169,025 in 2010 to 227,539 in 2011. Through the Project, LD had developed their capacity

to manage literacy education. The capacity of PLC/DLC is also expected to be strengthened through NMT and materials developed by the Project. Furthermore, the Monitoring Manual developed by the Project has been flexibly adopted by UNESCO (ELA 2), ANAF AE and NFUAJ, and is expected to be utilized in the pipeline project of UNESCO (ELA 3). Most importantly, the National Literacy Strategy launched in December 2013 regarded the Monitoring Manual, ATG, and DCG as standardized tools for monitoring and evaluation of literacy activities. All these things are good signs of achieving the Overall Goal.

3-2 Evaluation Results by Five Perspectives

(1) Relevance (High)

Literacy education helps people develop their knowledge and potential and participate fully in their community and society. The Project is addressing the issue of strengthening its management capacity that is prioritized by MoE. The Project Purpose and Overall Goal remain relevant to the education policies of Afghanistan and aid policies of Japan. Also, the Project fits into the needs of LD, PLC/DLC officers who faced difficulties in administrating literacy education. To respond to their needs, the Project developed the Monitoring Manual, Monitoring Training Manual, ATG, Statistic Reports and various technical support tools through field testing in Pilot provinces. These materials were developed mainly by TWGs with technical advice from Japanese experts and consensus of stakeholders. The cascade approach (LD-PLC-DLC-facilitators) was also appropriate to cover the whole nation during the limited period of the Project.

(2) Effectiveness (Moderately High)

Under difficult circumstances, the Project tried to take all possible measures to achieve the Outputs and Project Purpose by working together with TWG members to develop better materials. Concretely, the Monitoring Manual, Monitoring Training Manual, ATG, Statistic Reports, and seven technical support tools were developed through field testing and receiving feedback from stakeholders. While the Dari version of ATG has already been approved by LD, its Pashto version is scheduled to be approved shortly. Then the Monitoring Manual will be finalized by the end of the Project period. 85% of PLC/DLC officers and major stakeholders such as UNESCO, ANAF AE and NFUAJ are flexibly utilizing the Monitoring Manual. However, there is still some room for improving the capacity of PLC/DLC officers and promote nationwide utilization of the Monitoring Manual. To this end, the Project is currently developing the Teaching Method Manual that will help them provide proper technical advice to facilitators. In the second round of NMT, PLC/DLC officers will deepen their understanding about how they can make maximum use of all the materials developed the Project.

(3) Efficiency (Moderately High)

The inputs were duly given with the continuous efforts of Afghan and Japanese sides. The assignments of Afghan C/Ps, Japanese experts and provision of equipment have been adequate in general. However, due to security reasons, the frequency of Japanese experts visiting Afghanistan reduced. This resulted in the delay of project activities due to the additional procedures for the remote operation, the difficulties in timely communication with Afghan C/Ps, the increased cost of remote instruction from Japan, gathering in India,

and outsourcing for the task of implementing the second round of NMT. Despite of such circumstances, sound relationship was maintained among Afghan C/Ps, Japanese experts and national staff. On the other hand, there were several factors that affected the efficiency of the Project. The initiation of the first round of NMT was largely delayed due to the unavailability of monitoring-related materials. Also the frequent transfer of PLC/DLC officers in Balkh caused lower recognition and utilization of those materials.

(4) Impact (Emerging)

Some positive impacts have been observed beyond the scope of the Project. For example, according to the Statistic Report, some favorable signs are observed. The number of graduates has increased by 43,514 from 169,025 in 2010 to 227,539 in 2011. Although the impacts are assumed to remain in a modest scale in the Pilot provinces, the completion rate would be increased further at the national level if the second round of NMT is duly conducted and the approved materials are distributed to PLCs/DLCs for more attentive technical support to facilitators. In addition, the Monitoring Manual, ATG and DCG developed by the Project were clearly mentioned as standardized tools for monitoring and evaluation in the National Literacy Strategy. These facts above are good signs of impact realization.

(5) Sustainability (Moderately High)

The Afghan government regards literacy as a cornerstone of peace and development of the country in National Priority Programmes and NESP. MoE also places great value on literacy education, which is one of priority areas mentioned in the National Literacy Strategy. The organizational sustainability of LD is reinforced by this strategy. LD came to possess a certain level of management capacity of literacy education. Furthermore, the Monitoring Manual developed by the Project has been flexibly adopted by other development partners. However, the financial sustainability of LD remains a challenge. The sustainability of the Project will be enhanced if LD can rigidly instruct PLCs/DLCs to use a series of materials by exploring every possible financial resource for implementing training and monitoring.

3-3 Conclusion

The Project aims to strengthen literacy education management through the use of standardized materials such as Monitoring Manual, Monitoring Training Manual, ATG, Statistic Reports, and various technical support tools by enhancing the capacity of LD and PLC/DLC officers. In this process, four TWGs established under the Project were actively involved in all the stages of developing, piloting, revising materials and conducting training/workshops.

The security situation affected the implementation of the Project. Despite the difficulties, a strong team spirit and trust were nurtured among Afghan C/Ps, Japanese experts and national staff to work toward a common goal, and each and every member implemented his/her task collaboratively and systematically. As a result, first, the Monitoring Manual and Monitoring Training Manual were developed and are now utilized by 87.9% of stakeholders. Second, the Statistic Report was published twice in 2010 and 2011. The Report is recognized by 82.4% of stakeholders of which 84.9% were satisfied with it. Third, assessing learning

achievements was quite a challenge for LD but the Project developed ATG. Fourth, a total of seven technical support tools were developed and experimented. In addition, the National Literacy Strategy launched in December 2013 articulated that the Monitoring Manual, ATG, and the Data Collection Guidelines, which have been developed by the Project, were considered as standardized tools for monitoring and evaluation of literacy activities nationwide. Besides, the Monitoring Manual developed by the Project has been flexibly adopted by UNESCO (ELA 2), ANAFAE and NFUAJ, and is expected to be utilized in the pipeline project of UNESCO (ELA 3).

The stronger commitment of MoE will accelerate the use of the materials in nationwide activities and improve literacy education management in Afghanistan.

Five evaluation perspectives are summarized below.

Perceptive	Evaluation	Note
Relevance	High	The Project is consistent with policies and needs of Afghanistan.
Effectiveness	Moderately High	Outputs and Project Purpose have been achieved to some extent. It is in progress to be fully achieved.
Efficiency	Moderately High	Despite of difficulties, the Project produced various materials.
Impact	Emerging	Some positive signs have been observed towards further impacts.
Sustainability	Moderately High	Sustainability from the policy, organizational and technical aspects is secured while the financial sustainability seems challenging.

In general, the Project has been implemented successfully. However, due to security reasons and restriction of Japanese experts to work in Afghanistan, there are some remaining activities that need to be covered toward achieving the Project Purpose. Conducting the second round of NMT and finalizing all the materials may require additional time beyond the Project period.

3-4 Recommendations

(1) Finalization of All Materials

All materials should be finalized as tangible outputs, which include the Monitoring Manual, ATG, DCG, Monitoring Training Manual, and technical support tools(including Teaching Method Manual) developed by the Project. Finalization is essential to enhance extensive use of them in real settings.

(2) Approval of Core Three Materials

Core three materials such as the Monitoring Manual, ATG and DCG should be approved by LD as early as possible or at least by the end of the Project period. Currently, only the Monitoring Manual in Dari and Pashto, and ATG in Dari have been approved by LD as shown below.

	Dari	Pashto
Monitoring Manual	Approved	Approved
ATG	Approved	Yet to be approved
DCG	Yet to be approved	Yet to be approved

(3) Distribution of Main Materials

Main materials including core three materials, the Teaching Method Manual and Monitoring Training Manual should be distributed by LD. First, adequate volume of materials in accordance with the number of PLC/DLC officers should be printed. Second, its delivery from LD to PLCs should be proceeded by LD. After acceptance of core three materials at PLCs, DLCs officers are encouraged to come to PLCs and receive them.

Materials to be Distributed	Final Recipients
Monitoring Manual	DLCs
ATG	DLCs
DCG	DLCs
Monitoring Training Manual	PLCs
Teaching Method Manual	PLCs

(4) Completion of Nationwide Training for PLC/DLC Monitors

The second round of NMT should be completed to functionalize the literacy education management system throughout the nation. The number of participants (PLC/DLC monitors) targeted by the second round conducted currently has reduced to half compared to the originally planned number. Consequently, the half of them remain untrained. Therefore, additional NMT needs to be implemented for those untrained.

(5) Enhancement of Stakeholders' Recognition and Understanding

Development partners and NGOs working in the field of literacy education are all stakeholders to the Project. Their recognition and understanding about the materials, especially the Monitoring Manual and ATG, developed by the Project should be enhanced. This will contribute to improving the quality of their activities, thereby leading to the betterment of the literacy education management as a whole in Afghanistan.

(6) Closer Communication for Systemized Monitoring Aligned with NFE-MIS

While LD and UNESCO are responsible for uniforming the data collection formats for the database of NFE-MIS, the Project is in charge of disseminating them for PLC/DLC monitors through the nationwide training. However, there are some discrepancies between the formats of NFE-MIS and those of the Project. This is because the former formats are yet to be finalized, and LD and UNESCO keep revising them. As data collection formats need to be harmonized among LD, development partners and NGOs, closer communication and frequent contact are strongly recommended to functionalize monitoring, that is an

integral part of literacy education management system in Afghanistan.

(7) Extension of the Project

For the reasons above, the Project period should be extended for several months. PDM and PO should be revised and signed accordingly by both Afghan and Japanese sides.

3-5 Lessons Learned

(1) Combination of Remote Operation from Japan and Third Country Meetings

Security deterioration largely restricted the Japanese experts to provide direct instruction to the Afghan C/Ps and national staff in their homeland, and Japanese experts were forced to operate the Project remotely from Japan. To compensate such inconvenience, they started to have regular face-to-face meetings in the third country (India). These meetings prompted smooth communication among stakeholders in the Project. Although such ingenious operation is a last resort, it would be effective and efficient to implement technical cooperation in recipient countries which suffer from insecurity if mutual trusts between C/Ps of recipient countries and Japanese experts have been established beforehand.

(2) Flexible Outsourcing for Implementing Wide-Area Training

Due to the same reasons above, only a minimum number of the Japanese experts were allowed to visit Afghanistan. This unavoidable constraint jeopardized the smooth implementation of nationwide training for PLCs/DLCs. To overcome this impasse, JICA decided to outsource a part of its operation. Specifically, JICA made a contract with an Afghanistan-based NGO, and this NGO became responsible for operating this wide-area training with technical advice and support from the Project team. As such, in the case of repetitive operations or training covering vast areas of a recipient country, outsourcing to a local entity can be flexibly considered.

(3) Earlier Approval of Developed Materials within the Project Period

In the Project, three materials are designed to be approved by LD. Yet, only a part of them (the Monitoring Manual in Dari and Pashto, and ATG in Dari) have been approved by LD at the moment. In fact, those materials were developed, field tested, and revised on a frequent basis. While this process is indispensable to strengthen the Afghan C/Ps' capacity, the timing of final approval should be set earlier so that printing and delivery could be completed within the Project period if security reason and other conditions allow. While the cost demarcation is another issue, JICA may provide direct or indirect support to an implementing organization when they try to print and deliver the materials developed by the Project.